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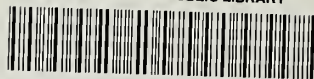
1055 STOCKTON  
MIXED USE DEVELOPMENT

83.412 E

Publication Date: October 12, 1984  
Public Hearing Date: November 15, 1984  
Public Comment Period: October 12, 1984 to November 15, 1984

Written Comments should be sent to the Environmental  
Review Officer, San Francisco Department of City Planning,  
50 McAllister Street, San Francisco, CA., 94102

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October 12, 1984

TO: Distribution List for the 1055 Stockton EIR  
FROM: Alec S. Bash, Environmental Review Officer

RE: Request for the Final Environmental Impact Report for 1055 Stockton

This is a draft of the Environmental Impact Report (EIR) for the proposed 1055 Stockton Street Project. A public hearing will be held on the adequacy and accuracy of this document on November 15, 1984. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" which will contain a summary of all relevant comments on this draft EIR and our responses to those comments. It may also specify changes to this draft EIR. Those who testify at the hearing on the draft will automatically receive a copy of the Comments and Responses document along with notice of the date reserved for certification (usually about 9 weeks after the hearing on the draft); others may receive such copies and notice on request or by visiting our office. This draft EIR together with the Summary of Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting and certified as a final EIR.

After certification, we will modify the draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you received a copy of the Comments and Responses document in addition to this copy of the draft EIR, you will technically have a copy of the final EIR.

We are aware that many people who received the draft EIR and Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the final EIR to private individuals only if they request them.

Distribution List for the 1055 Stockton EIR  
October 12, 1984  
Page 2

If you want a copy of the final EIR, please so indicate in the space provided on the next page and mail the request to the Office of Environmental Review within two weeks after certification of the EIR. Any private party not requesting a final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the final EIR.

Thank you for your interest in this project.

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1055 Stockton mixed use  
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REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

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RE: 83.412E 1055 Stockton Mixed Use Development

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SIGNED: \_\_\_\_\_

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Attn: Ginny Puddefoot

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**I. SUMMARY****A. PROJECT DESCRIPTION (see pages 13-28)**

Georo Development, Inc. proposes to construct a 192,550 gross square foot mixed use development at the southwest corner of Stockton and Jackson Streets in San Francisco's Chinatown District. The project site contains 25,106 square feet and consists of Assessor's Block 192, Lots 1, 2, 34 and 35. Lots 1 and 2 are currently occupied by two buildings (1019 and 1055 Stockton Street), one 40 feet high and the other 45 feet high, together containing 70 housing units, 15,000 gross square feet of retail space and ten parking spaces. Both of these buildings would be demolished as part of the project. Lot 34 is vacant and is used as access to the rear of 1019 Stockton Street. Lot 35 is used for 20 parking spaces for the Commodore Stockton School and Annex.

The proposed project would consist of two buildings containing a total of 130 residential units, 82,900 gross square feet of retail space plus residential open space and subterranean parking. The Stockton Street Building would be a nine-story structure, 105 feet high, including 60 units of market rate housing on the five upper floors and 82,900 gross square feet of retail and community service space on five lower floors, including a basement level. The Trenton Street Building would be an 11-story structure, 100 feet high, containing 70 units of low-income, elderly housing. The development would have a floor area ratio (FAR) of 6.7:1 where the maximum permitted FAR is 10:1. One off-street loading dock would be provided at grade on Jackson Street; 110 parking spaces (including 20 for use by personnel of the Commodore Stockton School and Annex) and five spaces for service and delivery vehicles would be located on two and a half levels below-grade, accessible by ramp from Jackson Street.

Pedestrian access to the Stockton Street Building would be from Stockton, Jackson and Trenton Streets (under the Trenton Street Building) and James Alley. Pedestrian access to the Trenton Street Building would be from Trenton Street and, through the Stockton Street Building, from Stockton Street.

The project would require conditional use authorization from the City Planning Commission as a Planned Unit Development in order to provide less parking and

## I. Summary

loading than required by the City Planning Code, to exceed maximum allowable length and diagonal dimensions (bulk limits), and to provide a smaller rear yard than required by the Code. Building permit application No. 8309139S was filed for the project on September 14, 1983.

## B. ENVIRONMENTAL EFFECTS

### 1. Land Use and Zoning (see pages 59-68)

The proposed project would result in an intensification of uses on the project site, with a net increase of 60 housing units, 67,900 square feet of retail space, and 85 parking and delivery spaces. Lots 1, 2 and 34 are located in a district C-2 (Community Business) district. Lot 35, owned by the San Francisco Unified School District and to be leased for elderly housing, is currently zoned P (Public Use) and would require rezoning to C-2. The proposed project's FAR of 6.7:1 is within the allowable FAR of 10:1 on the project site.<sup>1</sup> The project would reach the maximum 105 foot height permitted in the 105-A Height and Bulk District. The Stockton Street Building would have a length of 200 feet and a diagonal dimension of 242 feet, exceeding the maximum allowable dimensions by 90 feet and 117 feet respectively and requiring an exception from City Planning Code bulk limits. The Trenton Street Building would have a length of 63 feet and a diagonal dimension of 82 feet, 37 feet and 43 feet less than the maximum allowable dimensions, respectively.

In conjunction with recently approved and proposed projects,<sup>2</sup> the proposed project would contribute to an intensification of development in Chinatown, involving both an increase in the predominant retail and service uses in the commercial core of Chinatown and an increase in housing.

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<sup>1</sup> The allowable FAR is 10:1 in this portion of the C-2 district due to the fact that the project site is closer to a C-3 district than to any other district (Section 124(c) of the Planning Code).

<sup>2</sup> Other projects in Chinatown include Mirawa Center, 453 Grant and 644 Broadway (under construction), 814 Stockton, 900 Kearny (approved) and 732 Washington (under formal review).

2. Visual Quality and Urban Design (see pages 69-78)

The proposed buildings would be about twice as high as the buildings in the vicinity, which generally range from 40 to 60 feet in height. The Stockton Street Building would be 50% to 100% longer, parallel to Stockton Street, than other buildings in the vicinity. In total floor area, the Stockton Street Building would be substantially larger than most other buildings in Chinatown. In conjunction with other existing and planned projects, the proposed project would increase the scale and intensity of development in the area, especially along Stockton Street.

3. Shadows (see pages 79-83)

Existing buildings cast shadows over the surrounding streets and sidewalk areas during mornings and afternoons in spring and fall, during most of the day in winter, and during late afternoon in summer. The proposed project would increase shadowing of Stockton Street and the Stockton/Jackson Street intersection in the late afternoon during spring and fall. The project would shade a maximum of one percent of the Commodore Stockton School Annex rooftop play area and 20% of the ground-level play area at 10:00 a.m. on June 21. No public open space, subject to the recently enacted Proposition K limits on shading, would be impacted by project generated shadows.

4. Architectural and Historical Resources (see pages 83-84)

The proposed project would demolish two buildings preliminarily rated by the Foundation For San Francisco's Architectural Heritage.<sup>3</sup> The 1019 Stockton Street building has been preliminarily rated "B" and the 1055 Stockton building, "C" (see page 45 for definition of ratings). The loss of these buildings would contribute incrementally to the loss of architecturally and historically rated buildings in Chinatown, and, together with the loss of two additional architecturally and historically rated buildings due to cumulative development in Chinatown, would diminish the architectural and historical continuity of

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<sup>3</sup> Preliminary ratings have not yet been published and are subject to modification upon further review.



## I. Summary

buildings in Chinatown. Heritage believes that a portion of this area is potentially eligible for listing as a National Historic Landmark District, the highest category of national recognition for an historic district.

### 5. Population and Employment (see pages 84-88)

There are currently 70 housing units containing 65 households with 176 persons located in the two existing buildings on the project site.<sup>4</sup> Both existing buildings would be demolished and tenants would be relocated as part of the project. An estimated 40 persons currently living in 27 households (21 elderly households and 6 elderly persons in other households) would be eligible for relocation back into the low-income elderly housing units included in the project. Forty-four households with 136 non-elderly persons would be permanently displaced from the project site, and possibly from the Chinatown area, potentially cutting these tenants off from sources of social and cultural support and thus causing linguistic and cultural difficulties in adapting to new places of residence. The project sponsor would accept responsibility for relocation of these households at its expense and is currently investigating relocation resources both within Chinatown and in other areas in the City. Resources being investigated include existing private housing, possibilities for replacement housing, and units made available by the San Francisco Housing Authority both within and outside Chinatown. The feasibility of relocation within Chinatown or nearby has not yet been determined.

On-site employment is expected to increase by about 200 persons.

### 6. Transportation (see pages 89-114)

The proposed project would generate about 13,100 daily weekday person trips and 12,300 Saturday person trips, a net increase of about 10,500 on a typical weekday and 9,400 on a typical Saturday. Weekday P.M. peak hour (4:15 to 5:15 P.M.) person trips would increase by about 1,045. Saturday midday peak hour (11:45 A.M. to 12:45 P.M.) person trips would increase by about 1,490. Trips made

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<sup>4</sup> Four units are vacant and are being used as temporary emergency shelter for the homeless; one unit damaged by fire is vacant.



during the weekday P.M. peak hour are expected to be distributed 10% by auto, 17% by transit, 72% on foot and 1% by other means. During the Saturday midday peak hour, total project trips are expected to be 47% by auto, 32% by transit, 19% on foot and 2% by other means.

Volume to capacity ratios at the intersection of Stockton and Jackson Streets would increase by 6% (weekdays) and 14% (weekends); the intersection would decline from Level of Service "C" to "D" during the weekday peak hour due to the proposed project and to Level of Service "E" with cumulative development. On Saturday, the Level of Service at the same intersection would decline from "D" to "E" during the peak hour due to the proposed project (see definition of Levels of Service in Appendix C, pages \_\_\_\_). The proposed project's person trips would be about two percent of cumulative new downtown daily and weekday p.m. peak hour person trips. The project would generate about 75 additional weekday p.m. peak hour vehicle trips, representing less than one percent of cumulative downtown vehicle trips.

Peak hour ridership on Muni would increase by about 110 person trips on weekdays and 475 person trips on Saturday. The project would not change the weekday p.m. peak hour Level of Service on Muni; during the Saturday midday peak hour, Level of Service on Line 30 would decline from "E" to "F" (see definitions of Levels of Service in transit lines in Table C-8 , page A-40). The project would generate a weekday parking demand for 156 spaces and would provide 110 on-site spaces, resulting in a net deficit of 46 spaces, 38 more than the deficit due to existing uses. On Saturday, the project would increase the net parking deficit by up to 99 spaces. The City Planning Code would require provision of 295 spaces for the proposed project, 185 spaces more than are proposed. The proposed project would increase pedestrian flow by about 50% to 60% on sidewalks adjacent to the project site during the Saturday peak hour causing a decline from impeded to constrained conditions on the Stockton Street sidewalk.

## 7. Air Quality (see pages 114-119)

Air pollutant emissions generated by construction activities over an 18-month period include construction vehicle exhaust and air blown dust, which would be concentrated in areas east of the site due to wind direction and would be

## I. Summary

greatest during the one month demolition phase of construction, causing some discomfort for residents living in upper stories across Stockton Street.

Neither project-generated traffic nor cumulative development generated traffic would result in violations of state or federal one- or eight-hour average CO standards at any of four intersections in the project vicinity under worst case conditions in 1984, 1990 or 2000.

Impacts on regional air quality would result from an increase of 9,600 annual vehicle miles traveled (VMT). Due to the statistically insignificant quantities of pollutants generated by the proposed project in comparison with regional totals, there would be no measurable impact on regional air quality.

### 8. Noise (see pages 119-121)

The four-phase construction of the project (demolition, excavation and shoring, foundations and garage, and building construction) would take place over an 18-month period. The highest noise levels would be generated by jackhammers during the demolition phase (about 88 dBA at 50 feet) and by impact wrenches during building construction (about 95 dBA at 50 feet). There could also be some impacts due to vibration during the demolition phase. It is anticipated that the noise levels generated during construction could result in disturbance to patients of Chinese Hospital and workers and residents in nearby buildings. Mitigation measures have been incorporated into the project to minimize noise impacts on surrounding uses generated during project construction.

### 9. Energy (see pages 122-123)

The project would have an estimated annual energy consumption of about 88,800 British Thermal Units (Btu) per square foot. This would meet the performance standards of Title 24 of the California Administrative Code, which permits consumption of a maximum of 89,060 Btu per square foot. Total annual energy consumption for operation of the project would be about 2.24 million kilowatt-hours (kWh) of electrical energy and 8.83 million cubic feet of natural gas. This represents an increase of 1.44 million kWh of electricity and 6.73 million cubic feet of natural gas over existing energy consumption at the site (the equivalent of a total net increase of 158,194 barrels of oil per year).

10. Growth Inducement (see pages 123,125-127)

The proposed project would result in 67,900 square feet of net new retail and community service space and 60 net new housing units. Redevelopment of the project site to a higher intensity of use, along with intensification of development on other sites for which development has been approved or proposed, results from rising demand for housing and commercial space and could encourage redevelopment of other sites for higher intensity development in Chinatown, including more intensive retail and other commercial uses as well as additional housing.

C. **MITIGATION MEASURES** (see pages 128-140)

Some of the mitigation measures included in the proposed project are listed below; the complete list of mitigation measures, both those included in the project and not included, is found in Section V, pages 128-140.

## LAND USE/GROWTH INDUCEMENT

- The proposed project would include reservation of space on the third floor of the Stockton Street building for community services, including space for Self Help for the Elderly, the Chinatown Historical Society (including its museum) and various service businesses catering to neighborhood residents (such as shoe repair, barbers and beauty shops); and creation of a basement market for meat, fish, produce and other foodstuffs sold from individual stalls, to mitigate the potential displacement by cumulative development of types of neighborhood-serving businesses and service organizations which cannot afford current or future market rents.

## VISUAL QUALITY AND URBAN DESIGN

- The design of the project includes a setback of the building from Stockton Street above the third floor, modulation of the upper floors with terraces providing setbacks and cutouts, division of the facade into three sections, and large amounts of transparent spaces providing views into the project, in order to attempt to moderate the perceived height and bulk of the project and provide enhanced visual interest to pedestrians.



## I. Summary

### POPULATION AND EMPLOYMENT

- The project would include construction of 70 units of low-income elderly housing on land in part donated by the project sponsor and in part leased from the San Francisco Unified School District with construction financed by the project sponsor and the U.S. Department of Housing and Urban Development to mitigate potential population displacement and loss of existing low-income housing. Qualifying elderly residents currently on the site could relocate into the elderly housing upon project completion.
- The project sponsor would provide assistance to Self Help for the Elderly in obtaining and financing temporary and permanent relocation housing for all existing tenants and would not proceed with the project until existing tenants had been relocated into units at affordable rent levels.
- The project sponsor would offer existing business tenants the opportunity to relocate into the proposed project's retail space after temporary displacement during construction.

### TRANSPORTATION

- The proposed project would include pedestrian space and display space serving the retail uses within the project. It would have pedestrian access from four streets and at several locations along Stockton Street in order to minimize impacts on pedestrian congestion on Stockton and Jackson Streets caused by increased pedestrian traffic. The project sponsor would also include in each commercial lease a provision prohibiting display of merchandise on sidewalks adjacent to the project site.

### AIR QUALITY

- During demolition, watering of debris would go on continuously during dry weather; during excavation, exposed soils would be watered as needed and adjacent streets cleaned daily; during construction, the site and adjacent streets would be cleaned daily to remove loose materials and exposed soils would be watered daily, if necessary, until landscaped.

**D. ALTERNATIVES TO THE PROPOSED PROJECT** (see pages 145-158)**ALTERNATIVE I: NO PROJECT**

This alternative would entail no change to the existing site or uses on the site. The environmental characteristics associated with this alternative are the same as those described in the Environmental Setting section of this EIR. The project sponsor has rejected this alternative since it would not realize a reasonable return on investment, would not make a positive contribution to meeting the City's housing needs and would retain substandard housing units in a building not likely to withstand a major earthquake.

**ALTERNATIVE II: PROJECT CONFORMING TO EXISTING CITY PLANNING CODE**

This alternative would involve the construction of a three- or four-story building with 55,000 gross square feet of retail space and 150 parking spaces below grade after demolition of the existing buildings. Building height would be about 40 feet. No market-rate housing or low-income elderly housing would be included.

Land use, transportation, air quality, noise, energy and fiscal impacts would be decreased except that local vehicular traffic impacts immediately adjacent to the site could increase due to the higher number of on-site parking spaces provided. Forty additional persons would be permanently displaced from the site and there would be a net loss of 70 housing units, compared to a net gain of 60 units with the proposed project. There would be no shadow or scale impacts due to building heights equivalent to existing buildings. Impacts on architectural and historical resources would be the same as the proposed project.

The project sponsor has rejected this alternative because it would increase population displacement, would obstruct the sponsor's objective of contributing to meeting housing needs of the City, would not represent the most advantageous use of such a large site for multiple purposes and would provide excessive parking in relation to estimated demand generated by retail use of the site.



## I. Summary

### ALTERNATIVE III: PROJECT CONFORMING TO THE PROPOSED DOWNTOWN PLAN

This alternative would conform to the maximum FAR of 4.8:1 which would result from a change in the boundaries of the C-3 district as proposed in the Downtown Plan. The project would continue to require conditional use authorization for a Planned Unit Development in order to exempt the design from City Planning Code requirements with respect to building bulk, required parking and rear yards. Under the first variation of this alternative, which includes the rezoning of Lot 35 for purposes of building low-income, elderly housing, the maximum permissible floor area would be about 137,000 square feet and would result in a Trenton Street building design similar to that proposed. All market rate housing in the Stockton Street building would be eliminated, reducing the height of that building to about 55 feet. Decreased height of the Stockton Street building would decrease impacts due to shadows and the cumulative increase in scale along Stockton Street. There would also be decreases in transportation, air quality, noise, fiscal and energy impacts associated with the non-elderly residential units. Population displacement impacts would not change; there would be no net increase in the housing supply compared to an increase of 60 units with the proposed project. Impacts on architectural and historical resources would be the same as in the proposed project.

Under the second variation, which would not include rezoning Lot 35, the maximum permissible floor area would be about 124,000 square feet. The Trenton Street Building for low-income elderly housing would not be built. The Stockton Street Building would have a design similar to the proposed building, eliminating either one floor of retail space, one floor of housing (12 units), or two full floors of housing (24 units). Building height would be reduced to about 85 feet. This variation would result in decreases in construction noise impacts since there would be no construction on Lots 34 or 35 which are closest to the sensitive receptors, as well as decreases in transportation, air quality, energy and fiscal impacts. Impacts on shadows and scale of development would also be reduced. Impacts on population displacement would increase since all existing residents would have to be permanently relocated off-site. There would be a loss of 70 low income housing units due to demolition of the existing buildings. In conjunction with the construction of from 36 to 48 market rate units, the net loss would be from 22 to 34 housing units. Impacts on architectural and historical resources would be the same as in the proposed project.

The project sponsor has rejected the first variation of this alternative because it would not provide sufficient marketable space to support costs for the low-income elderly housing. The project sponsor would consider the second variation but does not consider it desirable since there would be no contribution to the need for permanent low-income elderly housing in Chinatown.

#### ALTERNATIVE IV: SMALLER AND SHORTER PROJECT WITH MORE PARKING

This alternative would be a project similar to, but smaller than, the proposed project, requiring conditional use authorization as a Planned Unit Development (PUD) to allow exceptions from City Planning Code requirements with respect to bulk limits, parking and rear yards. Under this alternative, which would include rezoning of Lot 35, the project would contain 150,250 gross square feet of floor area, with an FAR of 5.3:1. The Stockton Street building would be reduced by two stories to a height of about 80 feet, involving the elimination of one floor of housing (12 units) and one floor of retail/community service space, and replacement of the basement food market with additional parking spaces for a total of 130 spaces. The Trenton Street building would be the same as in the proposed project.

The reduced size of the Stockton Street building would proportionately decrease project and cumulative impacts of increased scale of development along Stockton Street. Impacts on architectural and historical resources would be the same as in the proposed project. Transportation, air quality, noise, energy and fiscal impacts would be reduced due to the decreased floor area except that local vehicular impacts immediately adjacent to the site could increase due to additional parking provided on-site. Population impacts would be the same as in the proposed project; there would be a net increase of 48 housing units, compared to 60 for the proposed project.

The project sponsor has rejected this alternative because it would eliminate the food market which is suited to the needs of certain Chinatown merchants, would eliminate space for community organizations, would obstruct the sponsor's objective of contributing to meeting the City's housing needs and would not represent the most advantageous use of such a large site for multiple purposes.

## I. Summary

### ALTERNATIVE V: REHABILITATION OF EXISTING BUILDINGS PLUS NEW ELDERLY HOUSING

This alternative would involve rehabilitation and conversion, with some expansion, of the existing buildings on the project site for about 45,000 gross square feet of retail use and construction of a low-income, elderly housing tower similar to the Trenton Street Building in the proposed project. One new loading space would be created and the 20 spaces on Lot 35 and 10 additional spaces behind the 1055 Stockton Street building would be eliminated. Population displacement impacts would remain the same as with the proposed project. The number of housing units would remain the same as existing currently on the site. Weekday parking impacts would increase by about 40% since no on-site parking would be provided, however, weekend parking impacts would decrease by about 35%. All other environmental impacts would be less than for the proposed project due to the decreased size of this alternative. There would be no shadow or urban design impacts on Stockton Street. There would be no impact on architectural and historical resources due to retention of the existing buildings.

The project sponsor has rejected this alternative because it would be economically infeasible, would not provide the required 20 replacement parking spaces for the school district, and would not meet parking demand associated with increased retail use.



## II. PROJECT DESCRIPTION

### A. OBJECTIVES OF THE SPONSOR

The project sponsor, Georo Development, Inc., proposes to construct two buildings, a nine-story mixed use building for residential, retail and community service use with subterranean parking and an 11-story, low income elderly housing tower. It is the intent of the project sponsor to make a positive contribution to meeting the housing and economic needs of the City while realizing a reasonable return on investment. The project architect is Marquis Associates.

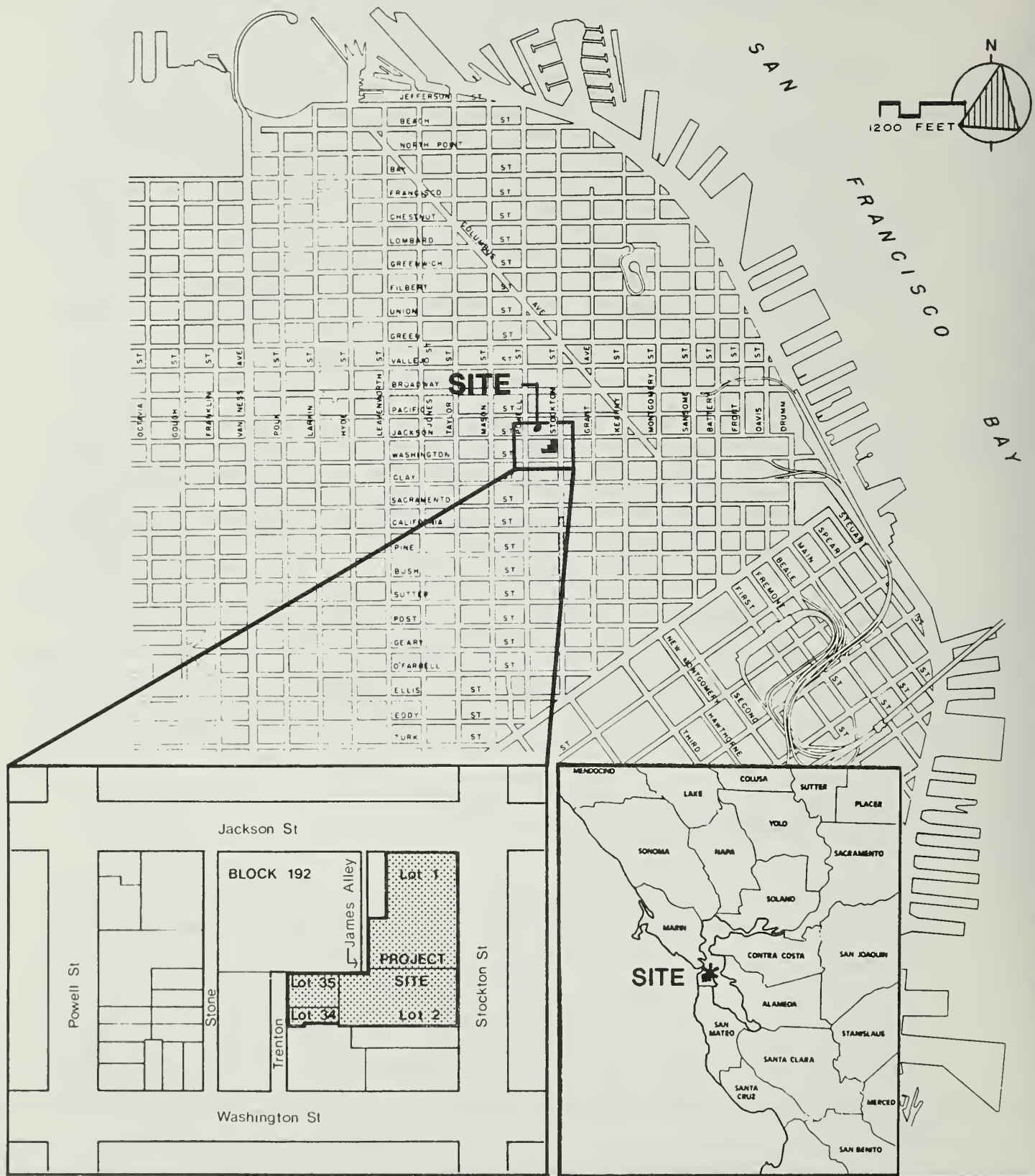
### B. PROJECT LOCATION

The project site is located within the Chinatown area of San Francisco at the southwest corner of Jackson and Stockton Streets (1019-1055 Stockton Street), consisting of Lots 1, 2, 34 and 35 in Assessor's Block 192 (see Figure 1, page 14). Lots 1, 2 and 34 are zoned C-2 (Community Business). The site area is 25,106 square feet. Lot 35 is owned by the San Francisco Unified School District and is zoned P (Public Use). The project site is located within the interim Chinatown Special Use District, which would require conditional use authorization for elimination of housing units, buildings over 40 feet in height and establishment of financial institutions, if adopted as proposed by the Department of City Planning.

### C. PROJECT DESCRIPTION

The proposed project would be a mixed use development containing 192,550 gross square feet of floor area as defined by the City Planning Code, including 130 housing units (109,650 square feet) and 82,900 square feet of retail and community service space. The project would also include 10,350 square feet of residential open space, 1,200 square feet of commercial open space, 110 parking spaces, one loading dock, and five spaces for service and delivery vehicles (see Tables 1 and 2, pages 15-16). The project also includes a request for rezoning Lot 35 from P to C-2.

Two three-story buildings currently occupy the site of the proposed project. They contain a total of 70 residential units with 176 residents and 15,000 gross



**Figure 1 Site Location Map**

**Source: John M. Sanger Associates Inc**



TABLE 1  
PROJECT CHARACTERISTICS

## STOCKTON STREET BUILDING

<u>Use</u>	<u>Floors</u>	<u>Gross Area (Square Feet)</u>	<u>Height and Bulk</u>	<u>Proposed</u>	<u>Permitted</u>
Retail & Service	5	82,900	Height	105'	105'
Residential	5	70,000	Length (above 40')	200'	110'
Parking & Loading	3	54,200*	Diagonal (above 40')	242'	125'
Open space	N/A	<u>10,200*</u>			
Total		217,300			

## TRENTON STREET BUILDING

<u>Use</u>	<u>Floors</u>	<u>Gross Area (Square Feet)</u>	<u>Height and Bulk</u>	<u>Proposed</u>	<u>Permitted</u>
Residential	10	39,650	Height	100'	105'
Open space (not including roof)	N/A	<u>1,350*</u>	Length (above 40')	63'	110'
			Diagonal (above 40')	82'	125'
Total		41,000			

## TOTAL FOR PROJECT

Retail	5	82,900
Residential	16	109,650
Parking & Loading	3	54,200*
Open Space	N/A	<u>11,550*</u>
Total		258,300

\* Not included in gross floor area as defined by the City Planning Code. Gross floor area is 192,550 square feet; see Table 2, page 17.

Source: John M. Sanger Associates Inc; Marquis Associates

## II. Project Description

TABLE 2

### FLOOR AREA RATIO CALCULATIONS

---

1. Site Area included in FAR Calculation

Site area	25,106 sq. ft.
Corner premium <sup>1</sup>	2,888 sq. ft.
Through lot premium <sup>2</sup>	586 sq. ft.
Total	<u>28,580</u> sq. ft.

2. Permitted Floor Area

Maximum floor area ratio (FAR) <sup>3</sup>	10:1
Site area creditable for FAR	$\times 28,580$ sq. ft.
Maximum permitted floor area	$= 285,800$ sq. ft.

3. Project Area

Gross floor area included in FAR<sup>4</sup>

Retail	82,900 sq. ft.
Residential	<u>109,650</u> sq. ft.
Total	192,550 sq. ft.

Area not included in FAR<sup>4</sup>

Parking and loading	54,200 sq. ft.
Open space	<u>11,550</u> sq. ft.
Total	65,750 sq. ft.

4. Project FAR  
(192,550/28,580) 6.7:1

- 
- <sup>1</sup> Planning Code Section 125(a) provides a floor area premium for corner lots equal to 25% of the lot area; Planning Code Section 102.13 limits the application of Section 125(a) to the portion of a corner lot within 125 feet of the corner in each direction.
- <sup>2</sup> Planning Code Section 125(b) provides a floor area premium for an interior lot which abuts an alley or street along its rear lot line equal to one-half the width of the street or alley, or 10 feet, whichever is less.
- <sup>3</sup> Planning Code Section 124 provides a base floor area ratio for C-2 districts of 3.6:1 and a maximum floor area ratio of 10:1 for any lot which is closer to a C-3 district than to any other district. The project site is almost 75 feet from a C-3 district and 130 feet from any other district, thus qualifying for the 10:1 FAR.
- <sup>4</sup> Planning Code Section 102.8 defines gross floor area for purposes of determining allowable floor area; gross floor area does not include, among other things, area devoted to parking and open space.

Source: John M. Sanger Associates Inc and Marquis Associates.

square feet of retail space. Lot 1 contains 1037-1055 Stockton Street (also known as the Orangeland Building), a three-story building with 10,000 square feet of ground floor retail and 39 housing units above. There are ten parking spaces located behind the building which are accessible from Jackson Street. Lot 2 contains 1019-1027 Stockton Street, a three-story building with 5,000 square feet of ground floor retail and 31 housing units above. Both buildings would be demolished as part of the project. Lot 34, which fronts on Trenton Street is vacant, providing rear access to the 1019-1027 Stockton Building. Lot 35, also fronting on Trenton Street, is owned by the San Francisco Unified School District and is used to provide tandem parking for about 20 cars for personnel of the nearby Commodore Stockton School and Annex.

The proposed project would consist of two buildings (see Figures 2-9, pages 18-25). The Stockton Street Building would be 105 feet high, rising nine stories above Stockton Street and containing 82,900 gross square feet of retail and community service space on five levels (one below grade) and 60 market rate housing units on five levels, plus 9,000 square feet of private and common residential open space, two and one-half floors of subterranean parking for 110 cars and five for service and delivery vehicles, and one loading dock. The lower level retail space (below grade on Stockton Street) would house convenience food sales (such as produce, meat and fish) in an open market setting. The first three floors above grade would be intended for additional neighborhood-serving retailing and services; about two-thirds of the third floor has been committed to Self Help for The Elderly and the Chinese Historical Society. The fourth floor is intended for occupancy by a major restaurant, such as a tea house with capacity for large banquets. All five levels would be connected by escalators and elevators. The residential units would be located on the fifth through the ninth floor and would range in size from 450 square feet to 1,105 square feet. There would be 15 studios, 30 one bedroom units and 15 two bedroom units.

The Trenton Street Building would be 100 feet high, rising 11 stories above Trenton Street, and would contain 70 units of low income, elderly housing and common multipurpose rooms, comprising 39,650 gross square feet, plus 1,350 feet of common open space. There would be 60 studios and 10 one bedroom units. The studios would contain 325 square feet each; the one bedroom units would contain

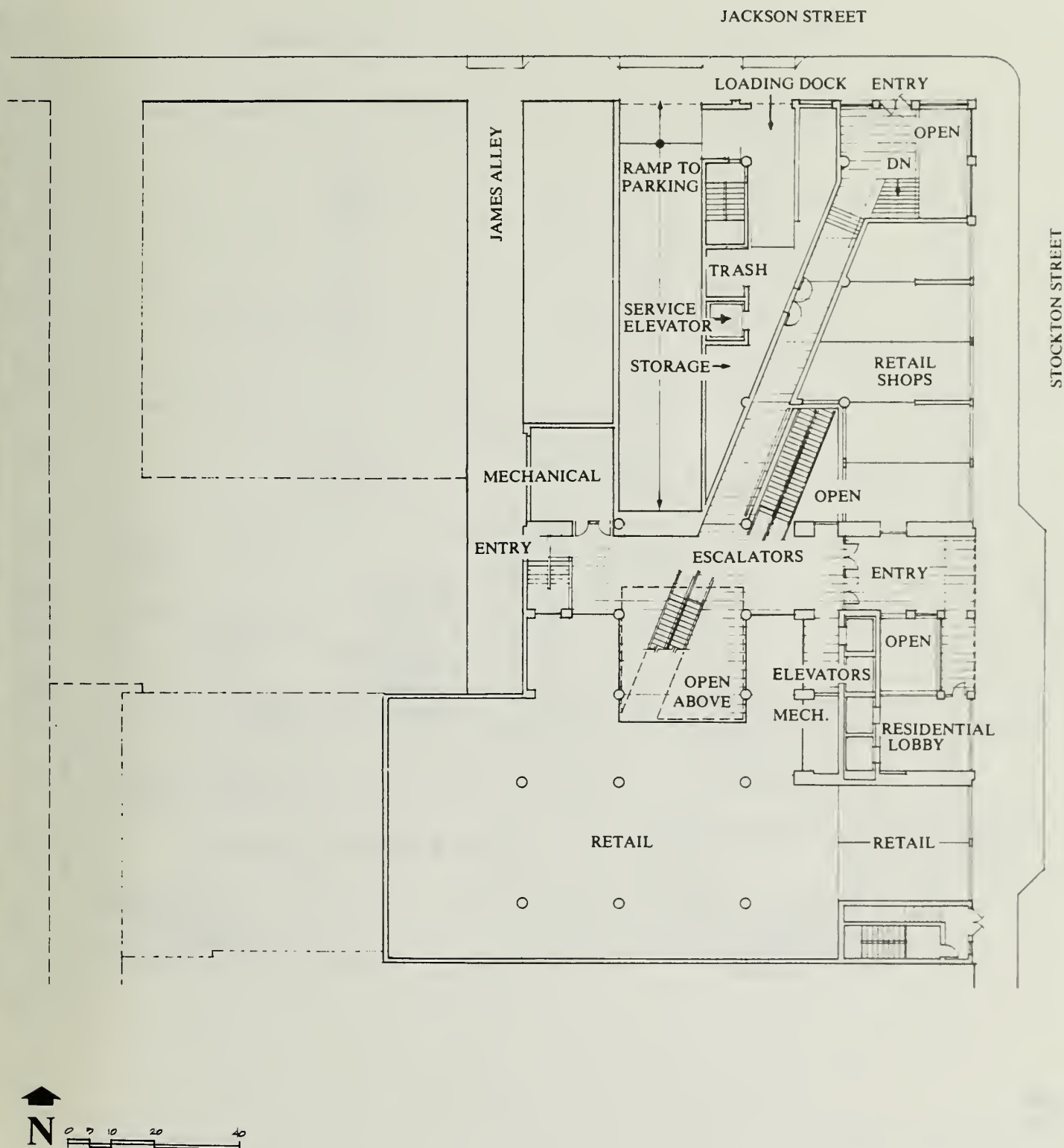




**Figure 2      Project Model**

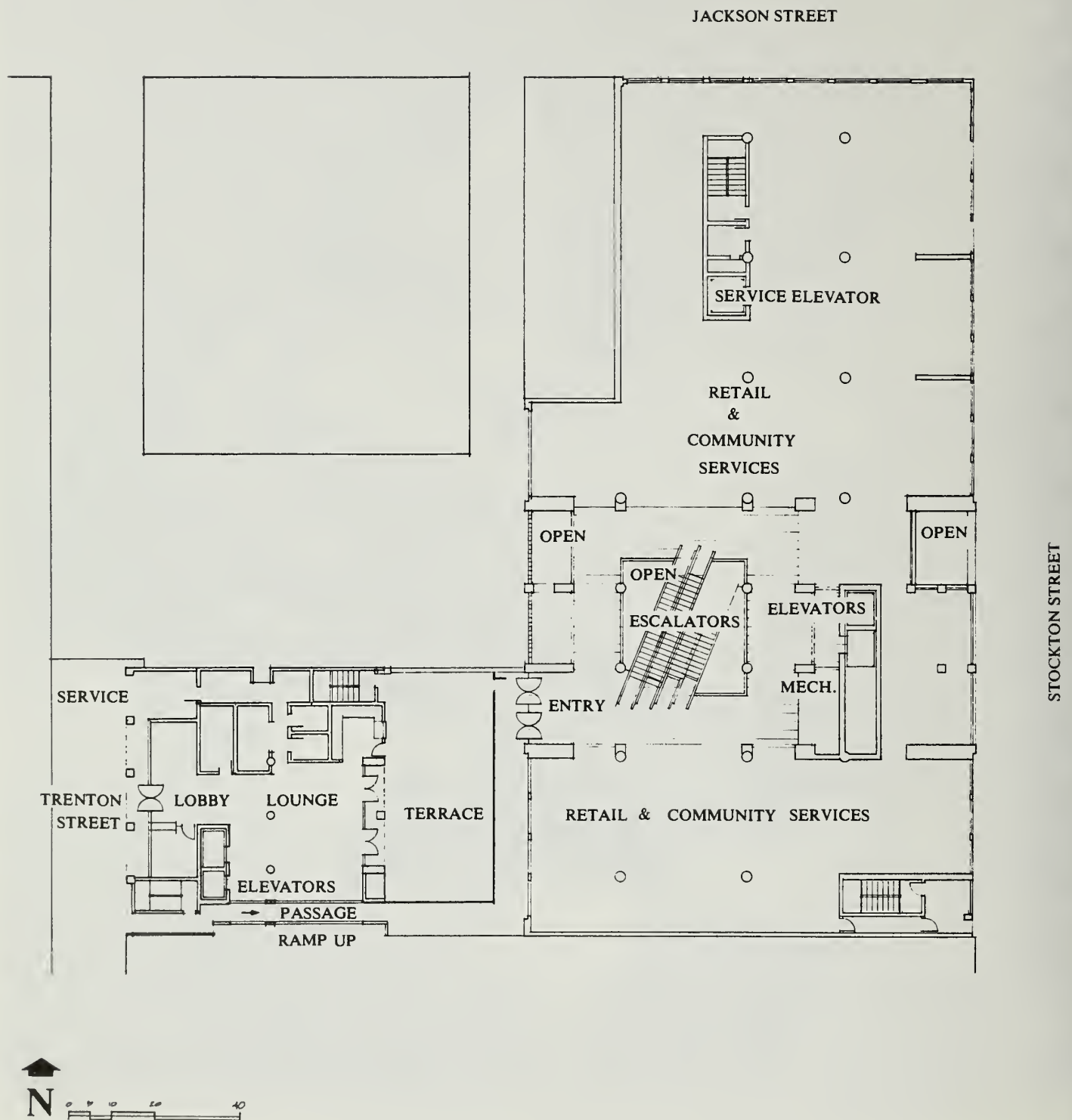
**Source:            Marquis Associates  
Douglas Symes, Photographer**



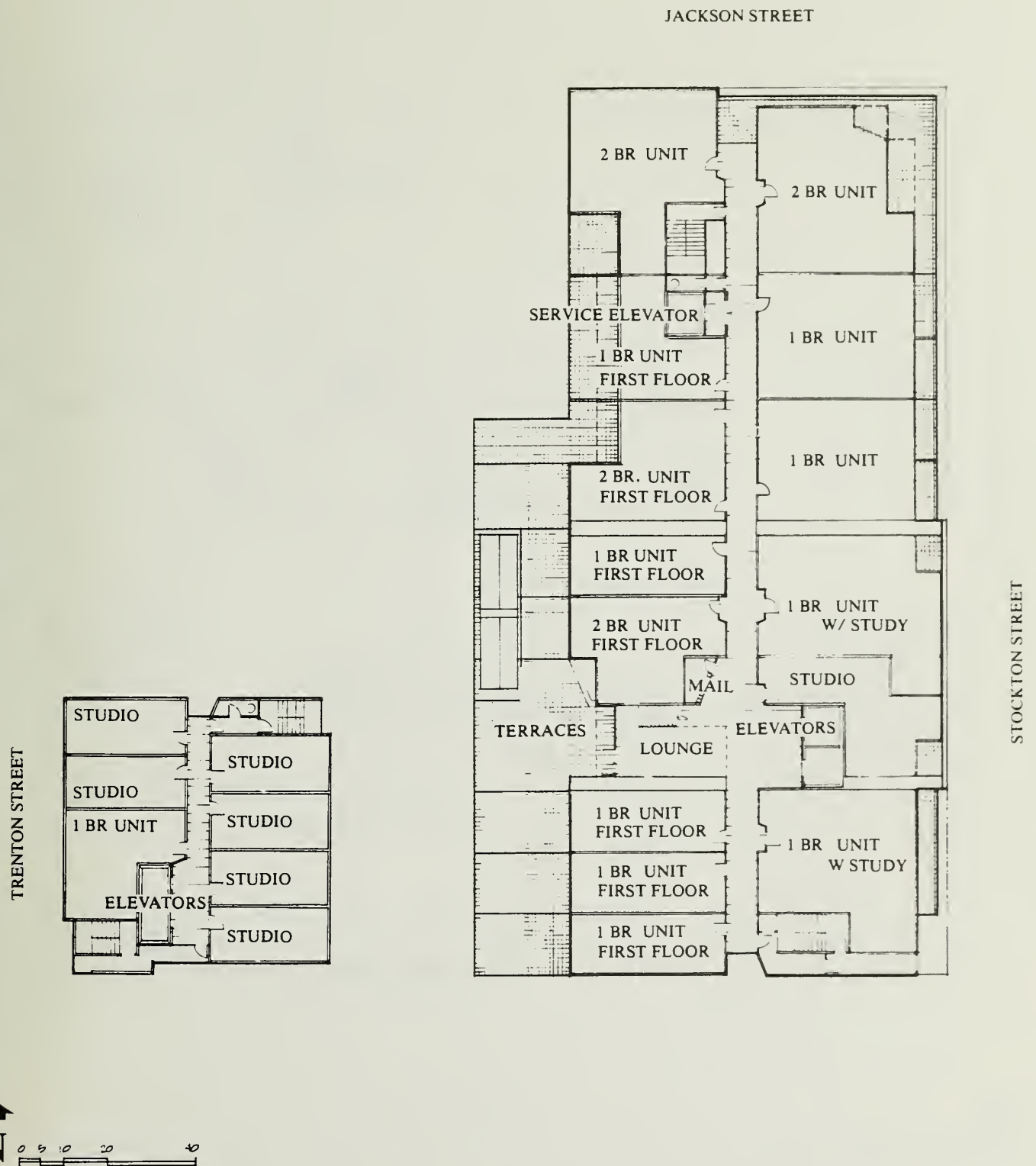


**Figure 3**      **Ground Floor Plan, Stockton Street Building**

**Source:**      **Marquis Associates**

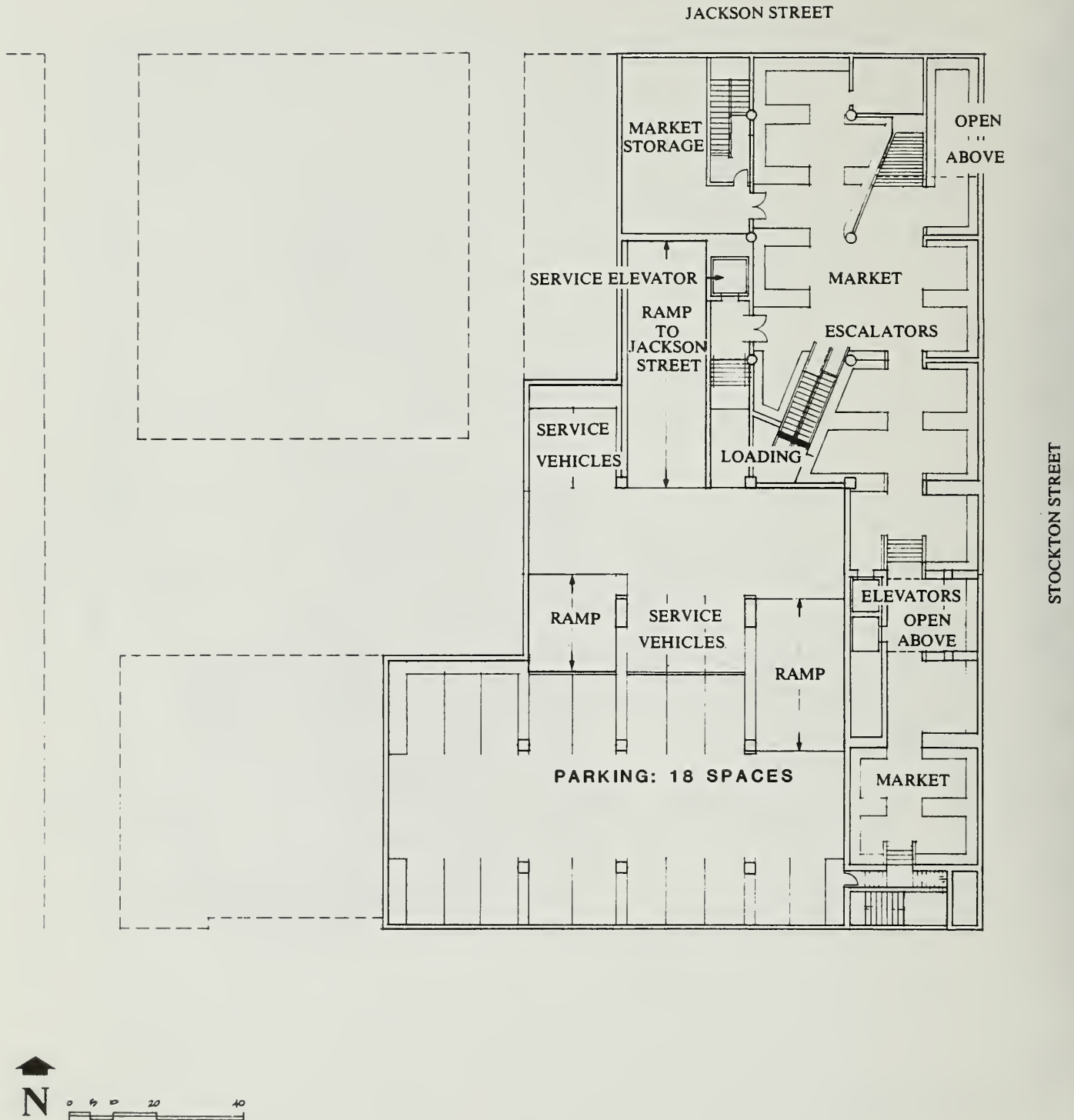


**Figure 4** Third Floor Plan, Stockton Street Building  
Ground Floor Plan, Trenton Street Building  
Source: Marquis Associates



**Figure 5** Residential Floor Plan (5th Floor, Stockton Street Building and Typical Floor, Trenton Street Building)

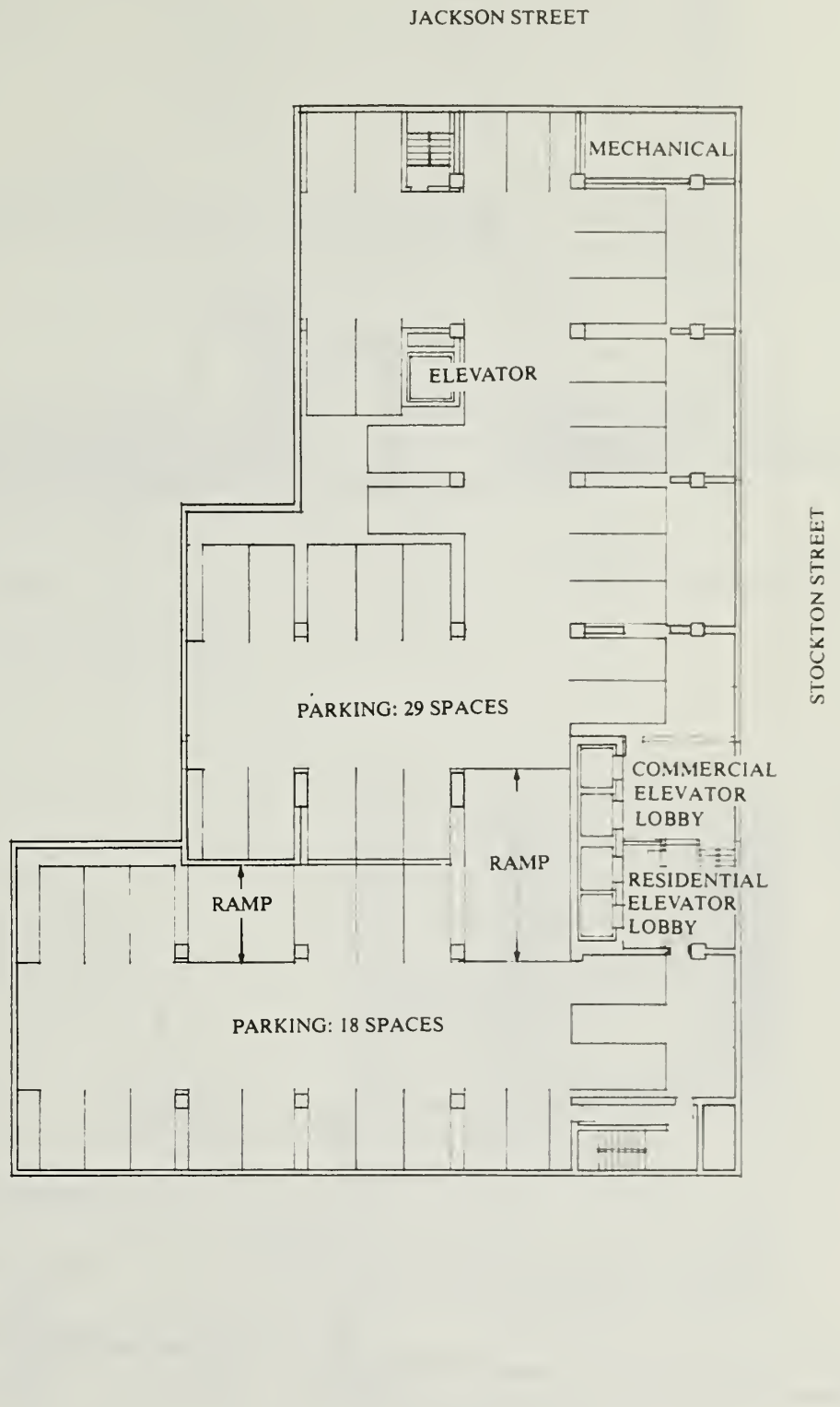
**Source:** Marquis Associates



**Figure 6 Lower Level Retail and Parking Plan**

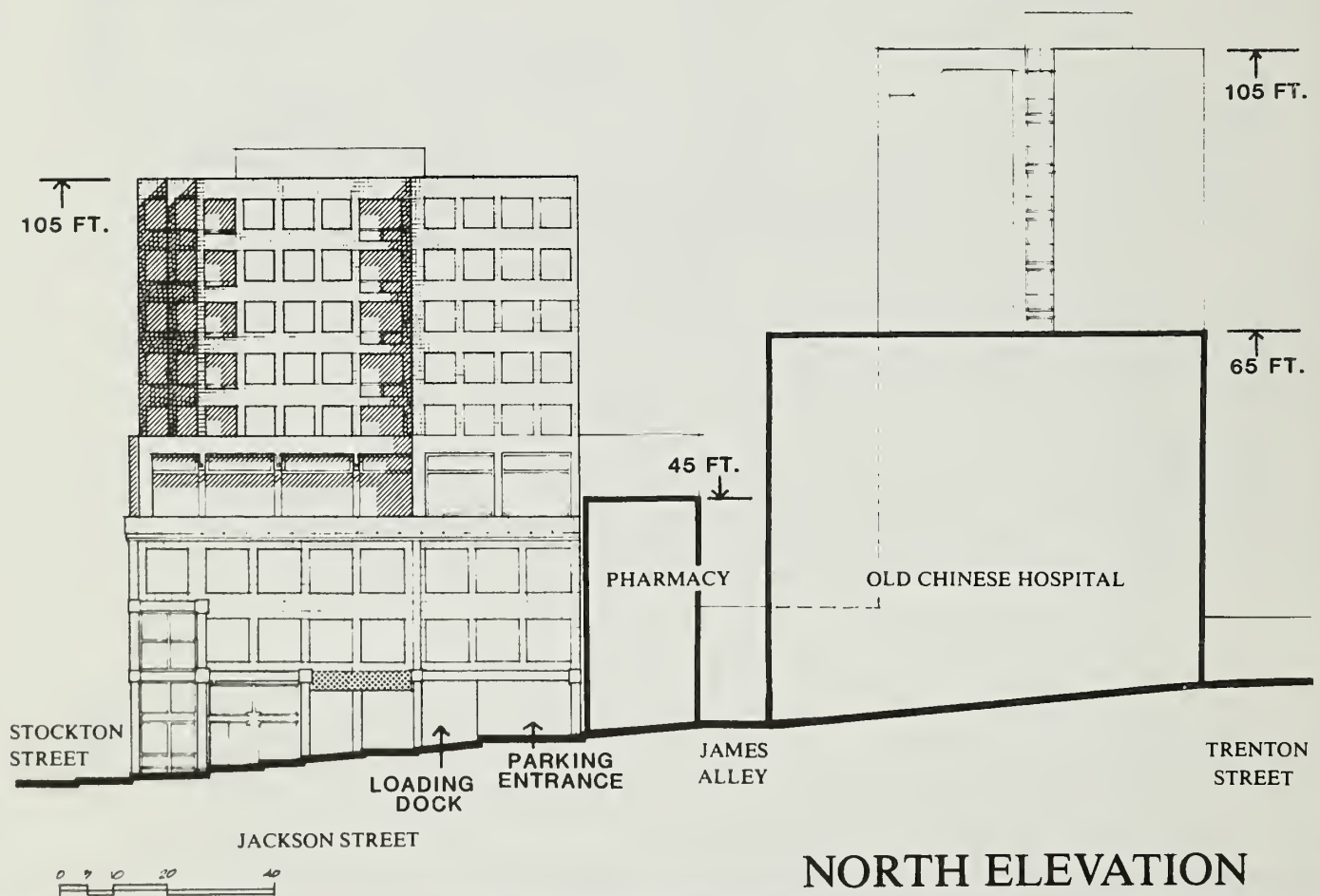
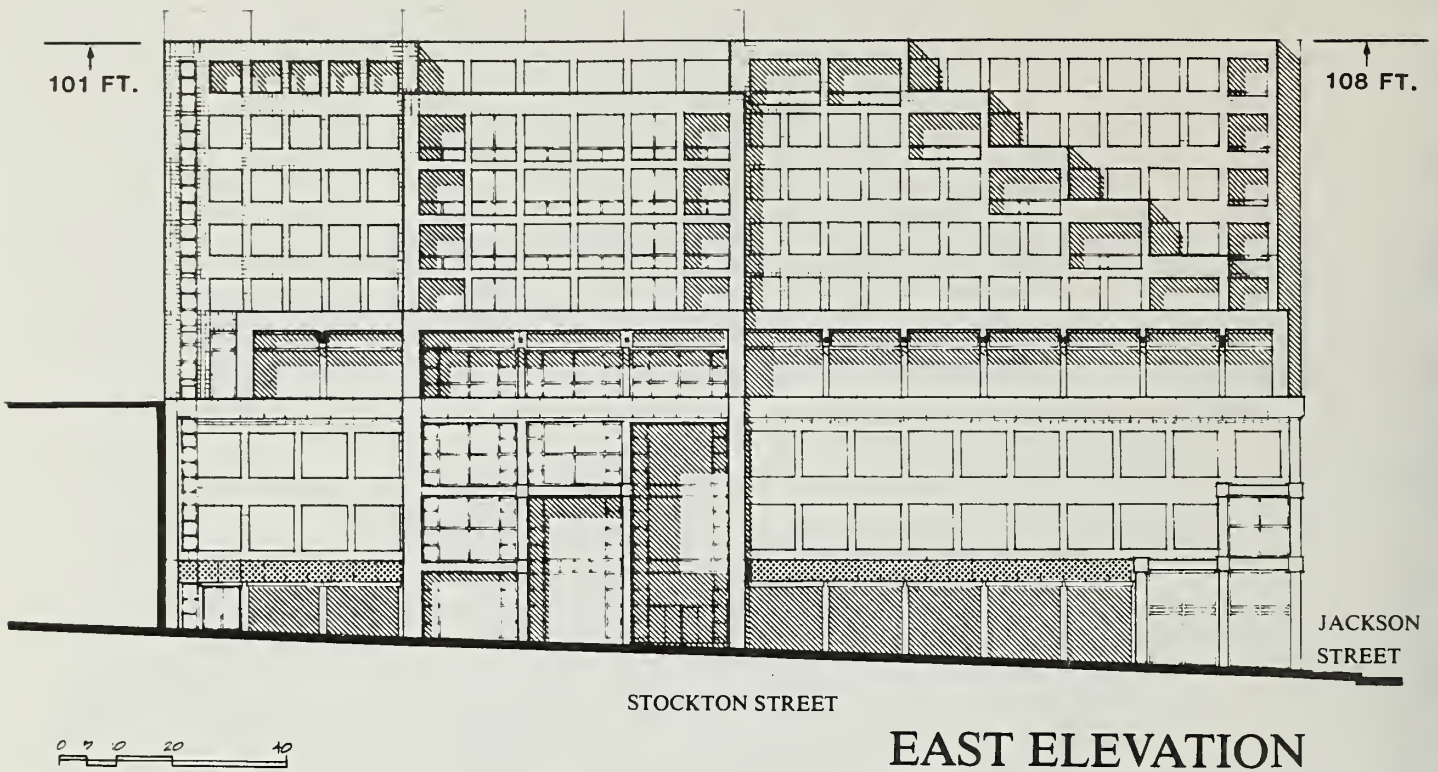
**Source: Marquis Associates**





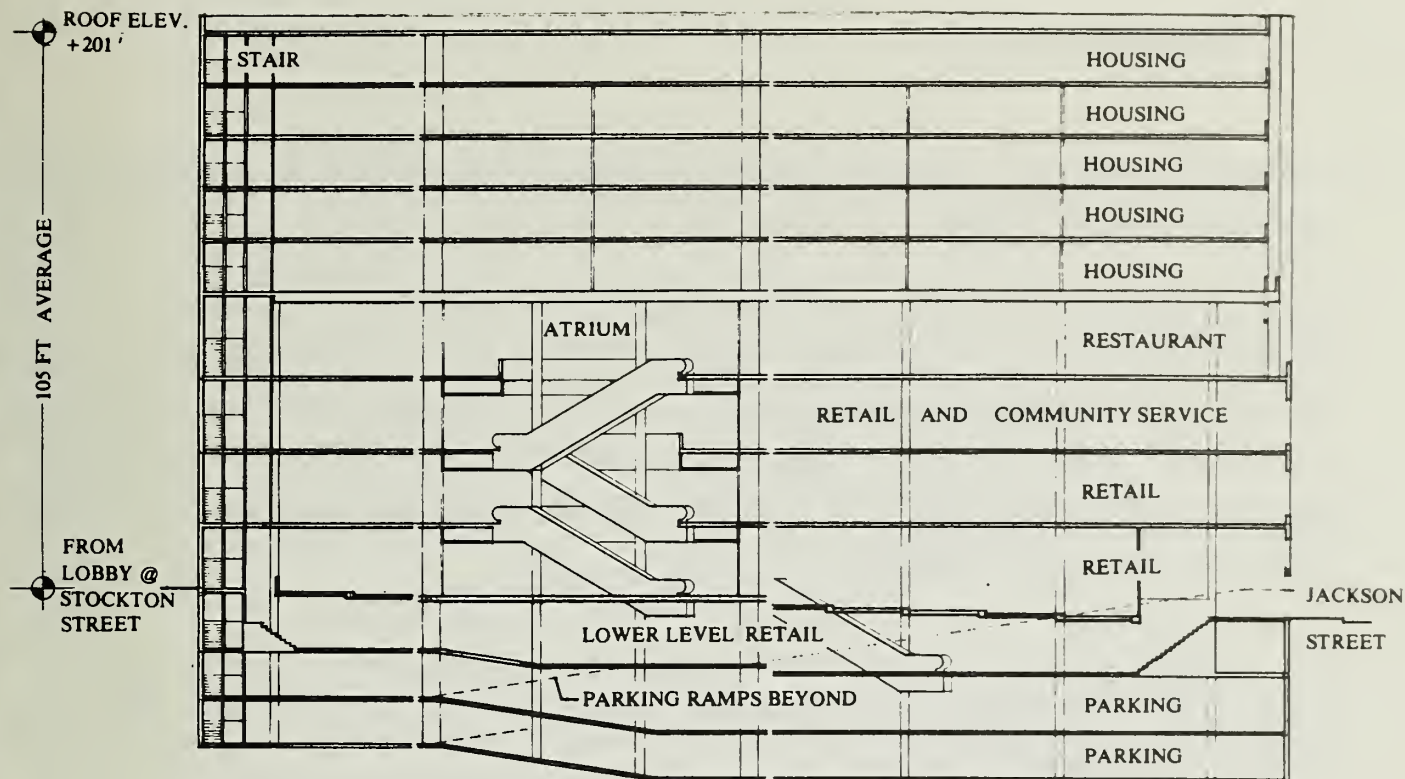
**Figure 7      Parking Floor Plan**

**Source:            Marquis Associates**



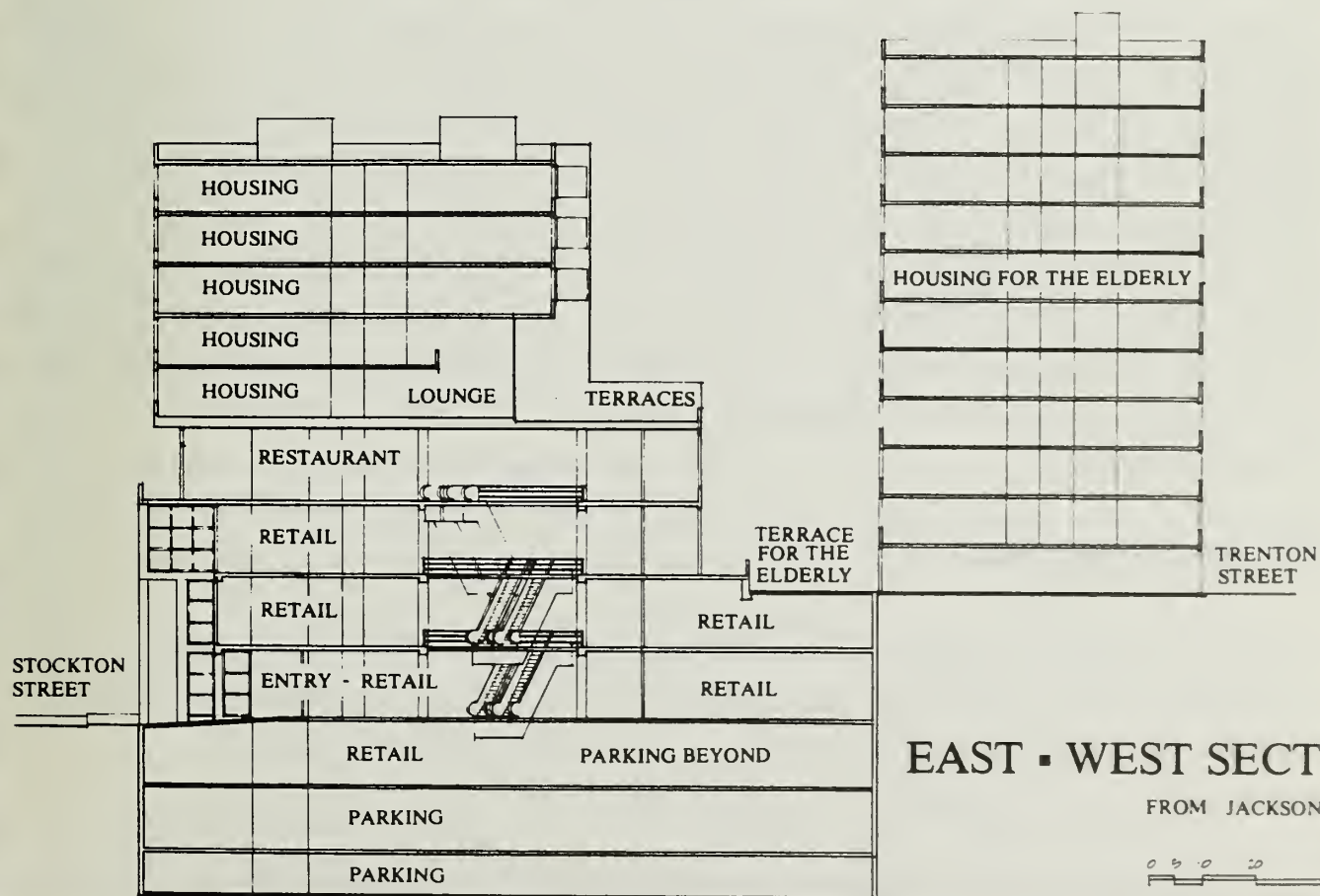
**Figure 8 Project Elevations,  
Stockton and Jackson Streets**

Source: Marquis Associates



## NORTH - SOUTH SECTION

FROM STOCKTON STREET



## EAST - WEST SECTION

FROM JACKSON STREET

**Figure 9 Project Sections**



## II. Project Description

515 square feet each. Table 4, page 61 describes the net change in floor area on the site for each use.

Pedestrian access to the Stockton Street Building would be provided from Stockton, Jackson and James Alley, and from Trenton Street under and around the Trenton Street Building. There would be a private entrance to the residential units from Stockton Street. Pedestrian access to the Trenton Street Building would be from Trenton Street, and through the Stockton Street Building from Stockton and Jackson Streets.

The entrance and exit to the parking garage would be on Jackson Street. A separate loading dock, located at street grade, would be entered and exited directly from Jackson Street.

The proposed design includes a four-story atrium and internal public spaces for the display of retail goods outside of retail shops to minimize potential interference between retail displays and pedestrian sidewalk use. Views into the building to the ground-floor and basement levels would be provided in an attempt to enhance pedestrian interest. The Stockton Street facade would be set back from the property line above the third floor to match the roofline of adjacent buildings, to moderate the apparent height and bulk of the building and to provide a visual differentiation between the commercial and residential portions of the building (see Figures 8-9, pages 24-25). The facade would be of tile in a light, neutral color intended to be compatible with existing masonry structures nearby, with colored bands in a green similar to that used on traditional Chinatown buildings.

### D. PROJECT APPROVALS

Following a public hearing on this EIR before the City Planning Commission, responses to all written and oral comments will be prepared; this EIR will be revised accordingly and presented to the City Planning Commission for certification as to accuracy and completeness.

The project would require conditional use authorization by the City Planning Commission for a Planned Unit Development, including exemption from off-street



parking and loading requirements, from the rear yard requirement for a portion of the Stockton Street building, and from the bulk limits of the City Planning Code. As part of its conditional use review, the Commission would undertake review of project design and housing demolition aspects of the proposal. The Commission would also consider the request for rezoning Lot 35 from P (Public Use) to C-2 (Community Business). After a public hearing the City Planning Commission would adopt a motion, approving, approving with conditions, or disapproving the project, and a resolution recommending approval or disapproval of the request for rezoning. If recommended for approval, the rezoning would then require action by the Board of Supervisors.

If the project were approved by the City Planning Commission and the Board of Supervisors, the project sponsor would then obtain demolition, building and related permits from the Central Permit Bureau of the Department of Public Works. Building Permit Application No. 8309139S was filed for the project on September 14, 1983.

On September 27, 1983, at the request of the project sponsor, the Board of Education approved lease of Lot 35 to the City in order that the City might sublease the property to a non-profit organization for the provision of low-income elderly housing.<sup>4</sup> The project sponsor and Self Help for the Elderly have caused a non-profit sponsor to be established, known as Pine View, for this purpose. The lease would run for 75 years with a total of \$150,000 to be paid as advance rental; it would require that at least 20 parking spaces be provided for the School District at no cost, and that the project architects meet with representatives of the School District in order to satisfy the District that the safety of school children has been adequately considered in building design. The project sponsor would pay the required rent on the property for the non-profit sponsor, donate Lot 34, provide the parking required for the school, and cause

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<sup>4</sup> San Francisco Unified School District, Board of Education Resolution No. 39-27W3, September 27, 1983.

## II. Project Description

the elderly housing to be constructed.<sup>5</sup> Consummation of a lease between the City and the non-profit sponsor would be required in order to carry out the proposed project.

### E. PROJECT SCHEDULE AND COST

The project sponsor anticipates completion of final project design and relocation of existing tenants by mid 1985. The expected construction schedule following relocation would be as follows:<sup>7</sup>

Demolition and site clearance	1 month
Excavation and shoring	2 months
Foundations and garage	4 months
Construction of buildings	11 months
Total	18 months

Project occupancy would be expected to commence by winter 1987-88. The project sponsor estimates construction costs of \$18 million.

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<sup>5</sup> Pine View applied for a United States Department of Housing and Urban Development Section 202 loan and tentative approval was awarded just before publication of this Draft EIR. Such a loan would provide low-interest financing which, with project sponsor contributions and Section 8 assistance, would be sufficient to make rents affordable to low-income tenants. In the event that the loan had not been approved, the project sponsor would have financed the elderly housing from other sources.

<sup>6</sup> William B. Sullivan, S.J. Amaroso Construction Co., Inc., letter dated December 2, 1983, a copy of which is on file and available for public review at the Department of City Planning, 450 McAllister Street, Fifth Floor, San Francisco.

### III. ENVIRONMENTAL SETTING

#### A. LAND USE AND ZONING

##### 1. Land Use

The project site is located in the core of San Francisco's Chinatown district on Stockton Street, one of the district's two major commercial streets (the other is Grant Avenue, one block to the east). Nob Hill is west and southwest of the site, while the City's financial district is located to the east, the retail core to the south and North Beach and Telegraph Hill to the north.

The area around the project site contains mixed use buildings with ground floor commercial and both upper level residential and office uses, primarily ranging in height from 30 to 60 feet with a few higher buildings (see Figures 10 and 11 pages 30 and 31). Ground floor retail uses on the project site are similar to those found generally along Stockton, Jackson and Washington Streets in the vicinity of the site, consisting of small retail stores offering a variety of goods and services, catering to neighborhood residents, to residents of San Francisco and the Bay Area, and to a lesser extent, to tourists, both Asian and non-Asian.<sup>7</sup> The project site itself currently houses 14 small retail stores (about 1000 square feet each), as follows: eight food stores (one tea and pastry shop, two produce markets, two barbeque meat take-out shops, three groceries), two jewelry shops, one clothing store, one herbalist, one florist, and one watch repair shop. A survey of patrons of stores on the project site confirms the

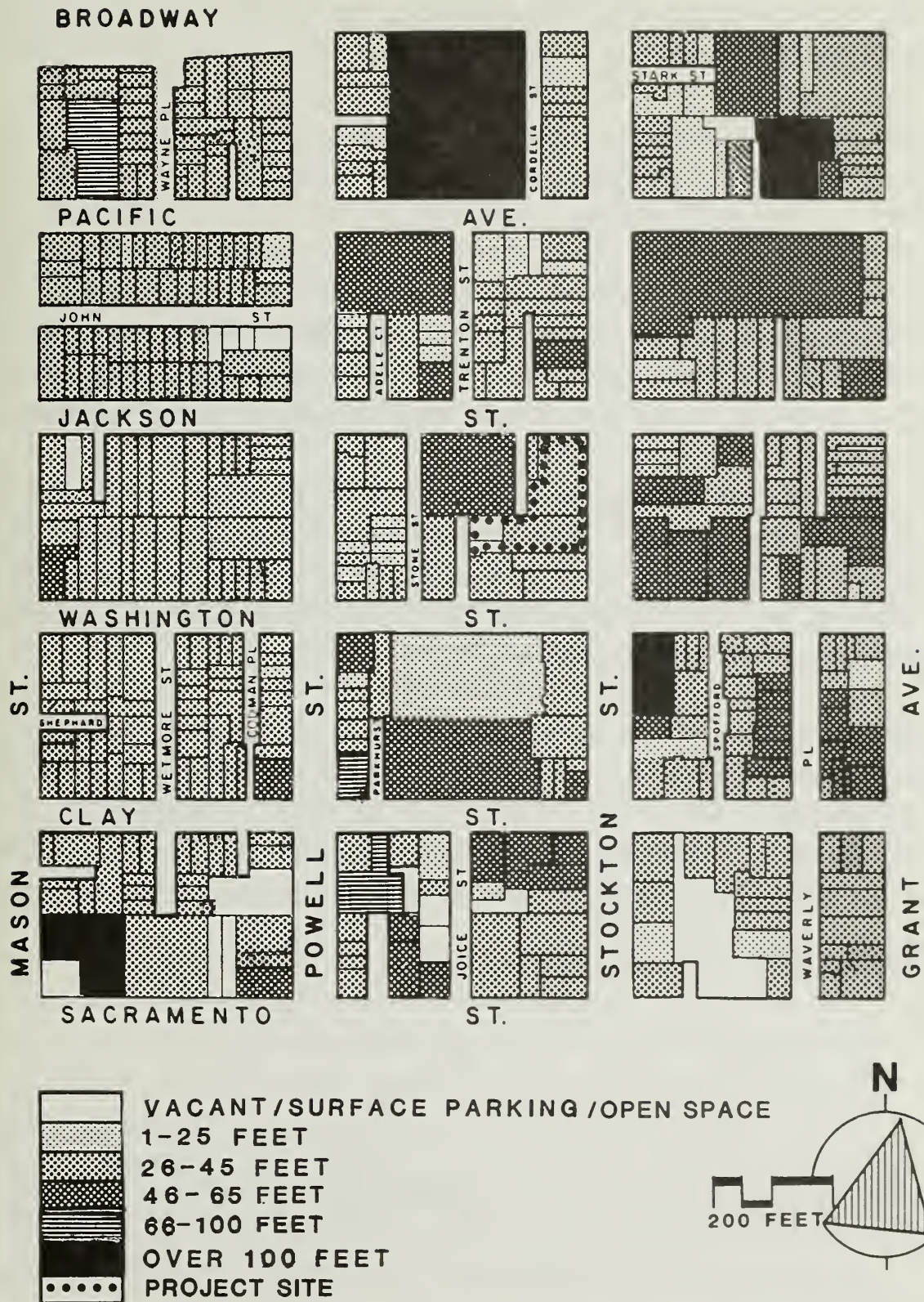
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<sup>7</sup> A survey conducted by DKS Associates of store patrons at the project site on Saturday, December 17, 1983 (see pages A-40 to A-44 indicated that 66% were from San Francisco, 28% from other parts of the Bay Area and 8% from outside the Bay Area. Nine percent stated that they lived in Chinatown and an additional ten percent stated that they walked to Chinatown; the latter group presumably consists of both tourists arriving on foot and residents of San Francisco who defined their place of residence as North Beach, Nob Hill or another nearby location. In addition, some of the 32% who arrived by Muni may live within greater Chinatown. On the basis of this data, it is estimated that a minimum of 10% and a maximum of 30% of patrons on a typical Saturday are residents of the greater Chinatown area. Comparable data is not available for weekdays. Since weekday shopping generally occurs close to place of residence or work, it is likely that a higher percentage of weekday patrons are residents or employees in the greater Chinatown area.









**Figure11 Existing Building Heights in the Vicinity**

**Source: Sanborn Map; John M. Sanger Associates Inc**

attraction of stores in Chinatown, especially on weekends and even on Stockton Street, to customers from outside Chinatown, both in San Francisco and in other parts of the Bay Area.<sup>8</sup>

As part of its Chinatown Planning and Rezoning Study, the Department of City Planning has issued a discussion paper (Issue Paper #1) covering land use and development trends in Chinatown.<sup>9</sup> According to this study, ground floor uses on Stockton Street near the project site have a predominance of food shops and restaurants, with a number of butchers, fish markets and bakeries. The latter are not currently represented on the project site although there are a number of food stores. According to the study, Grant Avenue has many shops carrying gift merchandise, catering to a greater extent than Stockton Street to tourists. The study identifies the role of Chinatown as both a residential "Village," "Capital City" for the larger Chinese-American population of the Bay Area and "Tourist Attraction." Preliminary results of a survey of Chinatown residents, conducted as part of the Chinatown Study, indicates that many store patrons are residents of Chinatown and nearby neighborhoods, even at Grant Avenue sites thought to attract substantial tourist business.<sup>10</sup>

Residential development in the Chinatown area is characterized by residential hotels, older apartment units (many over ground floor commercial uses) and public housing projects. According to Issue Paper #2, from the Chinatown Planning and Rezoning Study, in the Chinatown vicinity there are about 3,840 residential hotel rooms and 2,760 apartment units, 420 of which are located in the Ping Yuen Housing projects.<sup>11</sup>

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<sup>8</sup> See footnote 7, page 29.

<sup>9</sup> San Francisco Department of City Planning, "Environmental Setting of Chinatown: History, People, Land Use Regulations, Development Trends", Issue Paper #1, for discussion at Community Forums on Chinatown Planning and Zoning Study, February, 1984, page 16, hereafter referred to as Issue Paper #1.

<sup>10</sup> Lois Scott, Planner, Department of City Planning, personal communications, June 14, 1984.

<sup>11</sup> San Francisco Department of City Planning, "Housing in Chinatown", Issue Paper #2, for discussion at Community Forums on Chinatown Planning and Rezoning Study, March 1984, page 10, hereafter referred to as Issue Paper #2.



The project block is located in a transitional area between the primarily residential blocks to the west of Powell Street and the blocks east of Stockton Street which are characterized by commercial uses, often with residential units on the upper floors (see Figure 10, page 30). Two residential hotels with a total of 43 rooms are located to the south, immediately adjacent to the project site.

The immediate vicinity of the proposed project also includes a number of institutional uses, including the Chinese Methodist Church, the Commodore Stockton School and Annex, the Chinese Hospital and Medical Office Building, and the Chinatown branch of the San Francisco Public Library.

The open spaces in the immediate vicinity of the project site are school playgrounds associated with the Commodore Stockton School and Annex on Washington Street (see Figure 10, page 30). The Commodore Stockton School playground is located on the south side of Washington Street between Powell and Stockton Streets. The Annex, located on the north side of Washington Street between Trenton and Stone Streets, has a rooftop play area and a ground-level entrance and play area along Trenton Street across from the project site (see Figure 25, page 83). The Chinese Playground is almost two blocks southeast of the project site. The Korean Methodist Church, located at 1123 Powell Street between Jackson and Washington Streets, about one block west of the project site, has been proposed for demolition and acquisition as public open space.

According to Issue Paper #1, Chinatown has been experiencing a shift away from residential use toward more commercial use, with an increasing share of certain types of commercial activity, especially jewelry stores and financial institutions. Accelerating development pressure is also noted, especially on the edges of Chinatown.

Between 1970 and 1984, two projects were constructed within Chinatown:<sup>12</sup> the Holiday Inn and Chinese Cultural Center on Kearny Street at Washington Street; and the Mei Lun Yuen housing project at Stockton and Sacramento Streets. Both of

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<sup>12</sup> In this discussion, "Chinatown" refers to the study area defined in Issue Paper #1, page 9, generally bounded by Bush, Kearny, Broadway and Powell Streets.

### III. Environmental Setting

these were projects of the San Francisco Redevelopment Agency. Private development has been concentrated on the edges of Chinatown in the downtown C-3 (Downtown Commercial) districts, particularly along Montgomery and Kearny Streets (see Figure 12, page 35).

Within Chinatown, three projects have recently been approved and are currently under construction, ranging from four to eight stories in height. These are mixed office and retail projects: Mirawa Center on Pacific Avenue between Stockton Street and Grant Avenue, 644 Broadway (World Theater) between Stockton Street and Grant Avenue and 453 Grant between Bush and Pine Streets.

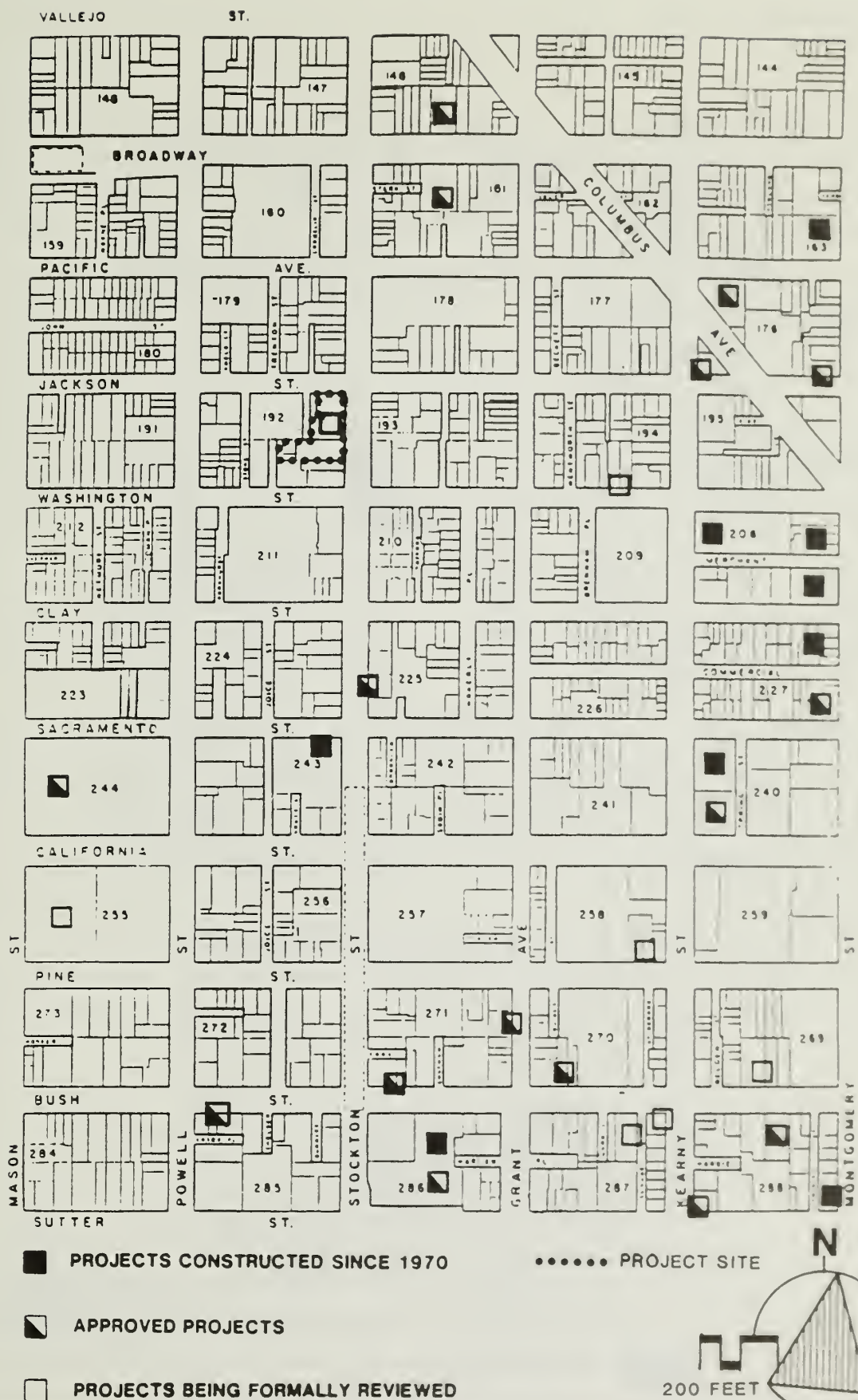
Two other projects have been approved but have not yet commenced construction; 900 Kearny Street (Golden Coin), a six-story office and bank building at Kearny and Jackson Streets; 814 Stockton, a 12-story housing project with ground floor commercial at Stockton and Sacramento Streets. A number of other projects, primarily involving office space, are either approved or under construction in Jackson Square, and on the eastern and southern boundaries of Chinatown in the C-3 zoning districts (see Figure 12, page 35).

There is currently one proposed project in Chinatown under formal review by the Department of City Planning in addition to the proposed project: 732 Washington, a proposed seven-story office and clubhouse building on Washington Street between Grant Avenue and Kearny Street north of Portsmouth Square. Four other projects, primarily office buildings, are under formal review on the edges of Chinatown in the C-3 districts, chiefly in the east-west corridor between Sutter and Pine Streets.

#### 2. Zoning and Master Plan Considerations

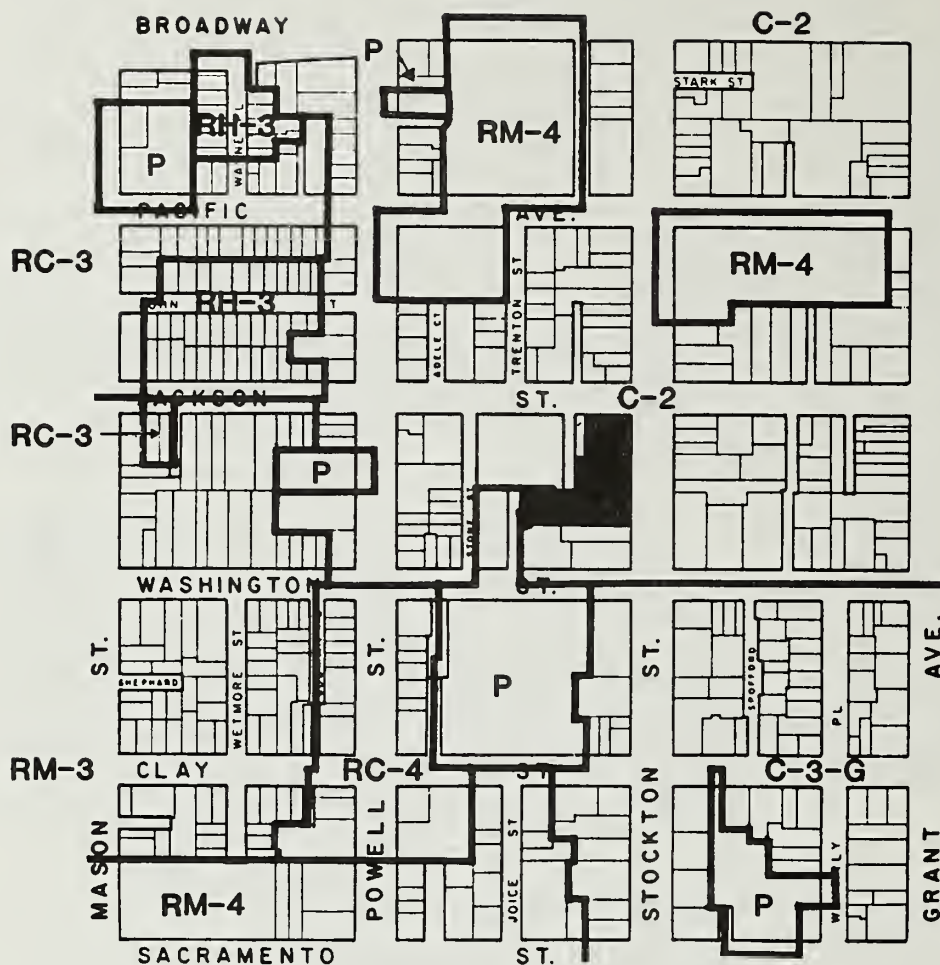
All of the project site except Lot 35 is located in the C-2 (Community Business) zoning district in which the predominant permitted uses are retail sales, personal services and offices (see Figure 13, page 36). Lot 35 is currently owned by the San Francisco School District and is zoned P (Public Use). The base permitted floor area ratio (FAR) allowed in the C-2 zoning district is 3.6:1. However, the City Planning Code provides for an increase in the maximum FAR in C-





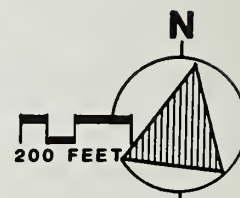
**Figure 12 Projects Proposed, Approved and Constructed in Chinatown and Vicinity**

**Source:** San Francisco Department of City Planning, Chinatown Planning and Zoning Study, Issue Paper No.1, Feb., 1984, updated Sept. 1984



SAN FRANCISCO ZONING DISTRICTS	
C-2	COMMUNITY BUSINESS
C-3-G	DOWNTOWN GENERAL COMMERCIAL
RH-3	HOUSE, THREE FAMILY
RC-3	RESIDENTIAL-COMMERCIAL COMBINED, MEDIUM DENSITY
RC-4	RESIDENTIAL-COMMERCIAL COMBINED, HIGH DENSITY
RM-3	MIXED RESIDENTIAL, MEDIUM DENSITY
RM-4	MIXED RESIDENTIAL, HIGH DENSITY
P	PUBLIC USE

 PROJECT SITE



**Figure 13 Planning Code Use Districts**

**Source:** San Francisco City Planning Code  
John M. Sanger Associates Inc



2 districts for lots which are located nearer to RM-4 (Mixed Residential, High Density), RC-4 (Residential-Commercial Combined, High Density) or C-3 (Downtown Commercial) districts than to other districts (Section 124c). The proposed site is located about one-fourth of a block (75 feet) from the C-3-G district (beginning at Washington and Stockton Streets). The closest RM-4 district is about one-half block (130 feet) away on Stockton Street between Jackson Street and Pacific Avenue. Due to the greater proximity of the project site to a C-3 district than to an RM-4 district, the maximum permitted FAR is 10:1. The proposed project site qualifies for 3,473 square feet in corner and interior lot premiums allowable under Section 125 of the Planning Code; these premiums effectively increase the allowable floor area on the site (see Table 2, page 16).

The site is in the 105A Height/Bulk District which allows for a maximum height of 105 feet, a maximum plan width of 110 feet and a maximum diagonal dimension of 125 feet which applies above a height of 40 feet (see Figure 14, page 38).

Section 151 of the City Planning Code establishes parking requirements for development on the project site. The requirement is one space for each dwelling unit, except for units for the elderly, in which case one space is required for each five units. The requirement for retail stores exceeding 5,000 square feet of occupied floor area is one space for each 500 square feet of occupied floor area up to 20,000 square feet and one space for each additional 250 square feet of occupied area. For restaurants, the requirement is one space for each 200 square feet of occupied floor area where occupied floor area exceeds 5,000 square feet.

Section 152 of the Code establishes requirements for freight loading spaces. For residential uses no loading spaces are required unless residential use exceeds 100,000 square feet of gross floor area with one space required for 100,000 to 200,000 square feet of gross floor area. For retail stores, no loading spaces are required for up to 10,000 square feet of gross floor area, with one space required for 10,001 to 60,000 square feet of gross floor area and two spaces required for 60,001 to 100,000 square feet of gross floor area. The first freight loading space must have a minimum length of 24 feet and a minimum vertical clearance of 12 feet; others must have a minimum length of 35 feet and a minimum vertical dimension of 14 feet.





### III. Environmental Setting

The proposed project site is located within the Washington-Broadway Special Use District No. 1, which provides an exemption from non-residential parking requirements on sites with an area of less than 20,000 square feet. The project site area is 25,106 square feet and does not qualify for the exemption.

The project site is also within the boundaries of the "Chinatown Core Area", subject to a 12-month moratorium on new financial institutions enacted by the Board of Supervisors on September 12, 1983 (Ordinance No. AA3-83) for one year.

On September 13, 1984, the City Planning Commission initiated Chinatown Interim Controls (84.413ETZ), which consist of two proposed interim controls involving (1) establishment of a Special Use District for most of the Chinatown Planning and Rezoning Study boundaries and the R-C-4 (Residential-Commercial Combined, High Density) district to the west which would require that new projects involving financial institutions, displacement of housing or height over 40 feet seek conditional use approval from the City Planning Commission under Section 303 of the City Planning Code; and (2) establishment of a new Chinatown Community Business District (C-C-B) for portions of the Chinatown Planning and Rezoning Study boundaries which are presently in the downtown zones but are proposed to be excluded from the Downtown Plan. The interim controls are proposed to last for 18 months, providing time for completion of the Chinatown Planning and Rezoning Study. The proposed project site is located within the boundaries of the Special Use District, but lies outside of the boundaries of the proposed Chinatown Community Business District.

The Department of City Planning introduced a new Downtown Plan in August 1983, which contained proposed guidelines for development within the downtown area.<sup>13</sup> Although this proposed plan does not directly affect the project site because the site is outside the C-3 zoning districts covered by the Downtown Plan, proposals in the Downtown Plan would indirectly affect development potential on the project site. The Downtown Plan proposes various changes in the C-3 District boundaries. One such change would eliminate C-3-G zoning in Chinatown, replacing it with new zoning to be determined by the Chinatown Planning and Rezoning

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<sup>13</sup> San Francisco Department of City Planning, The Downtown Plan, Proposal for Citizen Review, August, 1983, hereinafter referred to as the Downtown Plan.

Study.<sup>14</sup> Pending new zoning, reduction in the boundaries of the C-3-G zoning district would eliminate the eligibility of the project site for an FAR of 10:1, since the project site would then be closer to a RM-4 district than to a C-3 district, permitting an FAR of 4.8:1, rather than 10:1.<sup>15</sup>

Both the Residence Element and Commerce and Industry Element of the San Francisco Master Plan contain land use policies which apply to the proposed project. In the Residence Element applicable policies include those on residential displacement, intensification of residential densities and provision of low-income housing.<sup>16</sup> In the Commerce and Industry Element applicable policies include those on maintaining and expanding the City's commercial and industrial base, employment opportunities, protection of the environment, quality of neighborhood commercial districts and improvement of the City's visitor trade. The relationship of the proposed project to these Master Plan policies is discussed in detail in Section IV, pages 64-71.

The Chinatown Public Improvements Plan, completed by the Department of City Planning in 1981, and the Chinatown Neighborhood Improvement Plan, prepared by the Department in 1977, although not parts of the Master Plan, provide suggestions for improvement projects to preserve and enhance the character of the Chinatown neighborhood. The Public Improvements Plan provides suggestions for implementing policies aimed at increasing the amount and use of recreational and other open space areas, increasing street and neighborhood safety, and making the circulation system more efficient for pedestrian and transit users. The Neighborhood Improvement Plan focuses on the same areas and also includes improvement strategies for housing and community facilities. The plan identifies the project vicinity as an area of concentrated housing rehabilitation and Code

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<sup>14</sup> Ibid., page 32.

<sup>15</sup> Planning Code Section 124.

<sup>16</sup> In May 1984, the Department of City Planning presented for public review a draft revision of the Residence Element of the Master Plan. Among other things, the draft revision expands the objectives and policies contained in the existing Residence Element related to retention of existing housing supply, housing condition, housing affordability, accessibility and displacement.

enforcement, intending to upgrade the often substandard quality of housing in Chinatown. It also identifies Trenton Street as a potential site for the development of an informal recreation area.

#### **B. VISUAL QUALITY AND URBAN DESIGN**

Buildings in the vicinity of the proposed project site are low to medium rise in height and are built to the front lot lines, forming a continuous facade of two-to-five-story buildings along Stockton and Jackson Streets (see Figures 15 and 16, pages 42 and 43). There are some higher buildings, including the 16-story Mandarin Tower one-half block south on Stockton Street, the 11-story Ping Yuen housing project one block north on Pacific Avenue, and the seven-story Mirawa Center project now under construction one block north on Pacific Avenue. The facades of most buildings are primarily brick and terra cotta, typical of older commercial/residential development in this part of San Francisco. Most buildings were developed in the period between 1910 and 1930.

Stockton Street is a relatively wide street (68.5 feet) and is generally bordered by buildings of a height equal to about half to three-fourths the width of the street (35 to 50 feet). This relationship results in a greater sense of openness than of street enclosure. By contrast, Jackson and Washington Streets are much narrower (40 feet) and are bounded by buildings of a height approximately equal to the width of the street, creating a much stronger sense of street enclosure. This sense of enclosure is perceptually heightened by the rising elevation of these streets from the vantage point of someone looking up to the west.

The view east down Jackson and Washington Streets is of buildings of similar height in the foreground with background buildings of substantially greater height to the east in the Golden Gateway project and the northern edge of the financial district.

Street level views along all streets bounding the project site are generally dominated by small buildings of similar but varying heights, creating a strong sense of linearity and facade continuity for the first three or four stories modulated by the changes in architectural style from building to building. The vertical division of the first floor of most buildings into small storefront





**Figure 15**      **View of Project Site looking South on Stockton**

**Source:**              **Douglas Symes, Photographer**



**Figure 16**      **View of Project Site looking West on Jackson**

**Source:**      **Douglas Symes, Photographer**



spaces adds to the sense of spatial articulation and pedestrian interest at street level. This pattern is generally consistent with that found throughout the Chinatown area, as well as in Jackson Square and the commercial portions of North Beach.

### C. SHADOWS

Existing buildings on the proposed project site do not shadow any public open spaces except streets and sidewalks. The ground level entry and play area of the Commodore Stockton School Annex is currently shaded by the Gum Moon Residence Hall adjoining the southern boundary of the project site on Trenton Street at 10:00 A.M. from fall through spring, and by the School Annex itself at 3:00 P.M. throughout the year. Existing shadows on open space are shown in Figures 25-26, pages 81-82; existing shadows on streets and sidewalks are shown in Appendix B, Figures B-1 to B-4, pages A-25 to A-29.

### D. ARCHITECTURAL AND HISTORICAL RESOURCES

In the Initial Study (see Appendix A, page A-2), potential project impacts on historical, architectural or cultural resources were determined to be insignificant since neither of the two buildings on the project site were found on any list of buildings of historical, architectural or cultural interest.<sup>17</sup> Since that time, the Foundation For San Francisco's Architectural Heritage (Heritage) has completed preliminary ratings of buildings in the project vicinity in preparation for its Outer Downtown Survey, which it expects will be published in early 1985.<sup>18</sup>

Both buildings on the project site were assigned preliminary ratings in the Heritage survey. The 1019 Stockton Street building has been preliminarily rated

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<sup>17</sup> The following sources were surveyed: Landmarks Designated by the Board of Supervisors; Department of City Planning's San Francisco Architectural Inventory, 1976; A Historical and Architectural Guide to San Francisco's Chinatown.

<sup>18</sup> Preliminary ratings, June 1984, by The Foundation For San Francisco's Architectural Heritage, in preparation of Outer Downtown Survey. The ratings have yet to be finalized.



"B" while the 1055 Stockton Street building has been preliminarily rated "C". According to Heritage, buildings rated "B" are of "major individual importance by virtue of architectural, historical or environmental criteria" and tend "to stand out for their overall quality rather than for any particular characteristics". "C"-rated buildings are of "contextual importance", "distinguished by their scale, materials, compositional treatment, cornice and other features," and "provide the setting for more important buildings and they add visual richness and character."<sup>19</sup>

Figure 17, page 46 summarizes preliminary Heritage ratings and ratings by other sources of buildings within the project vicinity. Almost all buildings in the Chinatown Core Area have been rated "C" or higher in the preliminary ratings prepared by Heritage, which has preliminarily determined that the Chinatown core area would be eligible for listing as a National Landmark Historic District, the highest recognition possible for an historic district. Within the project block, three buildings in addition to the 1019 Stockton Street building have been preliminarily rated "B" by Heritage, including the United Methodist Church, Gum Moon Residence Hall, and the Cumberland Presbyterian Church. The Old Chinese Hospital and Commodore Stockton School Annex have been preliminarily rated "A/B". The Department of City Planning's 1976 Architectural Inventory rated the Commodore Stockton School Annex a "4" and the United Methodist Church a "3".<sup>20</sup> In "A Historical and Architectural Guide to San Francisco's Chinatown," the Commodore Stockton School Annex, United Methodist Church and the Gum Moon Residence Hall on the project block were rated "significant" ("S"). Across Stockton Street from the project site, the Chinese American Citizens Alliance (CACA) building was rated "A/B" by Heritage, "significant" by "A Historical and

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<sup>19</sup> Foundation for San Francisco's Architectural Heritage and Charles Hall Page & Associates, Splendid Survivors, 1979, pages 12-13.

<sup>20</sup> Between 1974 and 1976, the San Francisco Department of City Planning conducted a citywide inventory of architecturally significant buildings. The inventory and color-coded maps are on file and are available for public review at the Department of City Planning. The ratings ranged from a low of "0" to a high of "5". Factors considered included architectural significance, urban design context and overall environmental significance. The architectural survey resulted in a listing of the best 10% of San Francisco's buildings. In the estimation of the inventory participants, buildings rated "3" or higher represent approximately the best 2% of the City's architecture.

**Source:** Foundation for San Francisco's Architectural Heritage, Preliminary Ratings (Heritage); An Historical and Architectural Guide to San Francisco's Chinatown (Architectural Guide); San Francisco Department of City Planning (DCP); John M. Sanger Associates Inc



Architectural Guide to San Francisco's Chinatown" and was not rated in the City's 1976 inventory.

#### E. POPULATION AND EMPLOYMENT

During September and December, 1983, surveys were conducted at the request of the project sponsor by Self Help for the Elderly to determine the characteristics, housing needs and desires of existing residents. The surveys were updated in June, 1984.<sup>21</sup> At the time of the June survey, there were 176 people living in 65 households in the existing buildings on the project site (see Table 3, page 48). Four units were in use as temporary emergency shelter for the homeless with the consent of the project sponsor; one unit damaged by fire was vacant.

Of the total population, 51 people (30%) were 18 years of age or younger and 40 (about 20%) were 62 or older. Of the 65 households, 31 (about 50%) were singles or couples of which 21 were elderly (the head of the household was 62 years or older age and no one in the household was under 55 years). Families represent 34 households, of which 18 had four or more persons, six had persons of 62 years or older living with people under 55, and 29 had children under the age of 18.

Of the 44 households who responded to questions about length of tenancy, 57% stated that they had lived in their unit for six years or longer; 13% reported having moved in within the prior year.

Residents reported incomes from \$170 to over \$1500 per month, with the majority in the \$500 to \$1,000 per month range. Fifteen of the 21 one-and two-person households who reported income sources stated that their entire income was from Social Security. Another household supplemented its Social Security with part-time work in Chinatown. The reported Social Security payments ranged from about \$400 to \$600 per recipient per month.

The 1019 Stockton Building consists of 31 two-room units with private kitchens and toilets; each two units share bath facilities. Rents range from \$200 to \$310

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<sup>21</sup> Copies of the results of all surveys are on file and available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco.



TABLE 3

## EXISTING RESIDENT TENANT PROFILE

Persons


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Total	176
Elderly	40
Living in elderly households <sup>1</sup>	33
Living in non-elderly households	7
18 or under	51
19 to 61	85

Households

Total	65
Elderly <sup>1</sup>	21
One person	9
Two person	12
Non-Elderly	44
One person	4
Two person	6
Three person	16
Four person	11
Five person	7

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<sup>1</sup> An elderly household is defined as one in which the head of the household is 62 years or older and any other person is at least 55 years old in accordance with eligibility requirements of the San Francisco Housing Authority.

Source: Survey by Self Help for the Elderly, December 1983; updated June, 1984.

per month. The units in the 1055 Stockton Building are primarily two-room units, with some larger and some smaller units (a total of 39 in the building). The units have private kitchens and share common bath and toilet facilities at various locations. Rents range from \$108 to \$268 per month. Average unit size in both buildings is less than 400 square feet.

Employment in the 14 retail businesses currently located on the site is about 40 persons.

#### F. TRANSPORTATION, CIRCULATION AND PARKING

##### a. Street and Freeway

According to the City's Comprehensive Plan, the project site is two blocks north of the Parking Belt<sup>22</sup> and one block west of the Downtown Core-Automobile Control Area<sup>23</sup> designated in the Downtown Transportation Plan of the Transportation Element of the San Francisco Comprehensive Plan.<sup>24</sup> The site is also within the Washington-Broadway Special Use District No. 1 which governs parking requirements for the area.

The project site is served by local streets and portions of the regional freeway system (see Figure 1, page 14). Access to the freeways connecting with the East Bay, Peninsula and portions of southeast and southwest San Francisco is provided by pairs of ramps about 1/2 mile to the northeast (Broadway at Sansome and Battery Streets) and about 3/4 mile to the east (Washington and Clay Streets at Davis Street).

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22 "Areas appropriate for short-term parking facilities to replace spaces removed from the core area; located and designed to intercept vehicles entering downtown from major thoroughfares before they reach the downtown core automobile control area."

23 "That intensely populated area which functions as a financial, administrative, shopping and entertainment center where priority must be given to the efficient and pleasant movement of business clients, shoppers and visitors; where a continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation; where priority for the use of the limited street and parking space within this core should be available for these functions; and where a continuing effort should be made to reduce the impact of the private commuter vehicle."

24 San Francisco Department of City Planning, Transportation, an Element of the Master Plan, January, 1983, pages 47-48.

### III. Environmental Setting

Within 2,000 feet of the project site, Broadway, Kearny, Montgomery, Pine, Bush, Columbus and those portions of Clay and Washington east of Kearny are designated in the Downtown Transportation Plan as Primary Vehicular Streets which are defined as "major routes for automobile and truck movements into and out of the downtown area chiefly to and from the parking belts for automobiles." Within the same area, Stockton, Clay, Sacramento, California, Columbus, Powell (north to Jackson), Jackson and Washington (east of Powell), Pacific from Powell to Kearny, and Kearny from Columbus to Sacramento are designated as Transit Preferential Streets, which are defined as "important streets for transit operations where interference with transit vehicles by other traffic should be minimized" (see Figure 18, page 51).

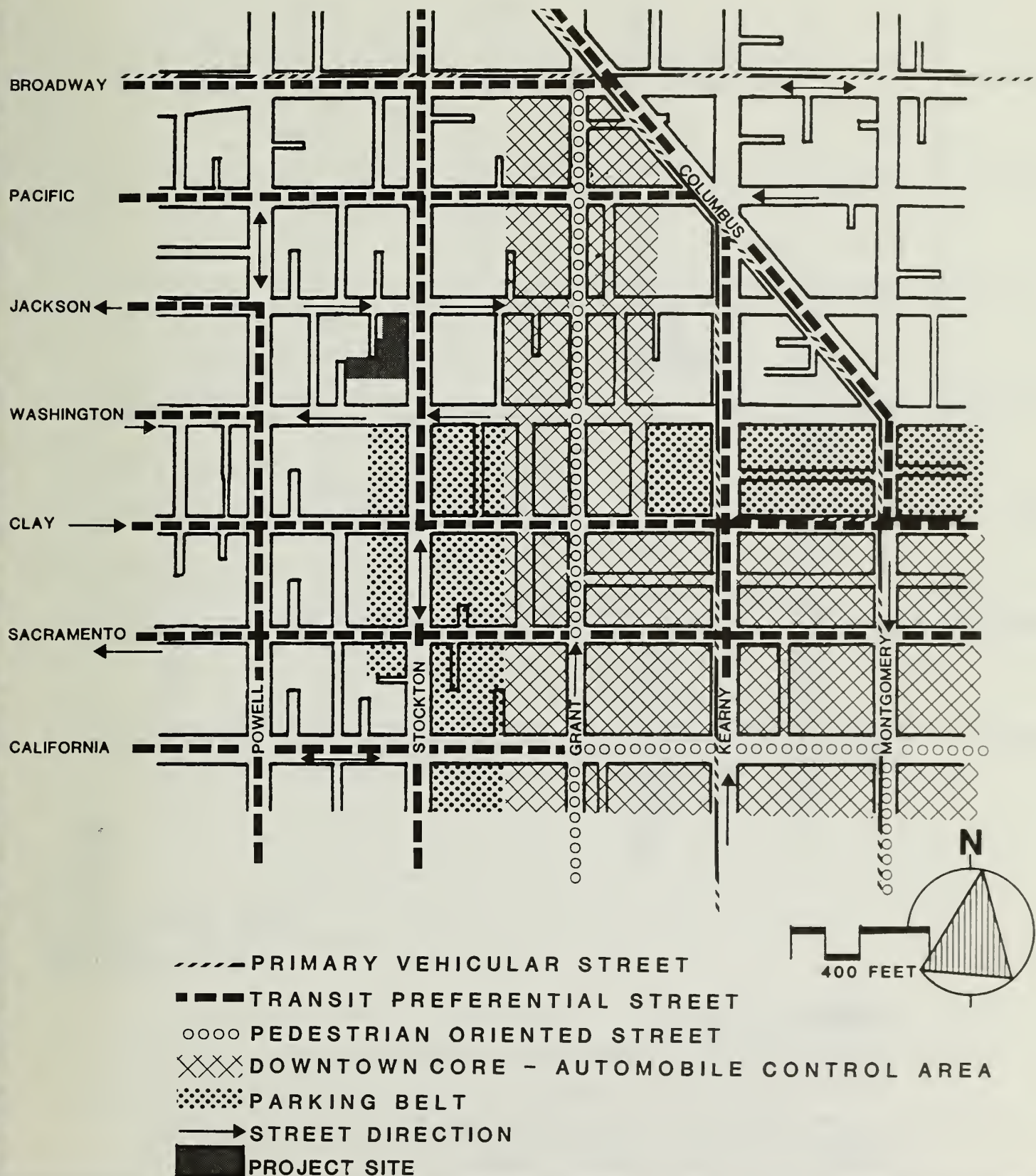
Within the immediate vicinity of the project site, Stockton Street carries traffic in two directions, with one lane of traffic northbound and two lanes southbound, while Jackson Street is one-way eastbound and Washington Street is one-way westbound, each providing one lane of traffic. At Powell Street the direction of both Jackson and Washington Streets changes, forcing turns onto Powell Street, which carries one lane of traffic in each direction. Grant Avenue provides one lane of traffic northbound, and is designated in the Downtown Transportation Plan as a Pedestrian-Oriented Street on which measures are proposed "to improve mobility and render existing pedestrian space more pleasant and more efficient."

The project site is served directly by San Francisco Municipal Railway (Muni) motor coach, trolley bus and cable car routes as well as indirectly by light rail vehicles in the Muni Metro on Market Street (3/4 mile south of the site). Eight Muni bus routes and two cable car lines are within 1,000 feet of the site (see Figure 19, page 52). Line 30 is scheduled to run on Stockton Street every three minutes during weekdays and every four minutes on Saturdays.<sup>25</sup> Stops are located adjacent to and opposite the project site and this line provides connections to east-west routes, MUNI Metro, BART and Caltrain. Line 30X provides express service throughout the day with additional express services (30AX, 30BX) provided for the peak direction in the morning and afternoon commute periods. As a

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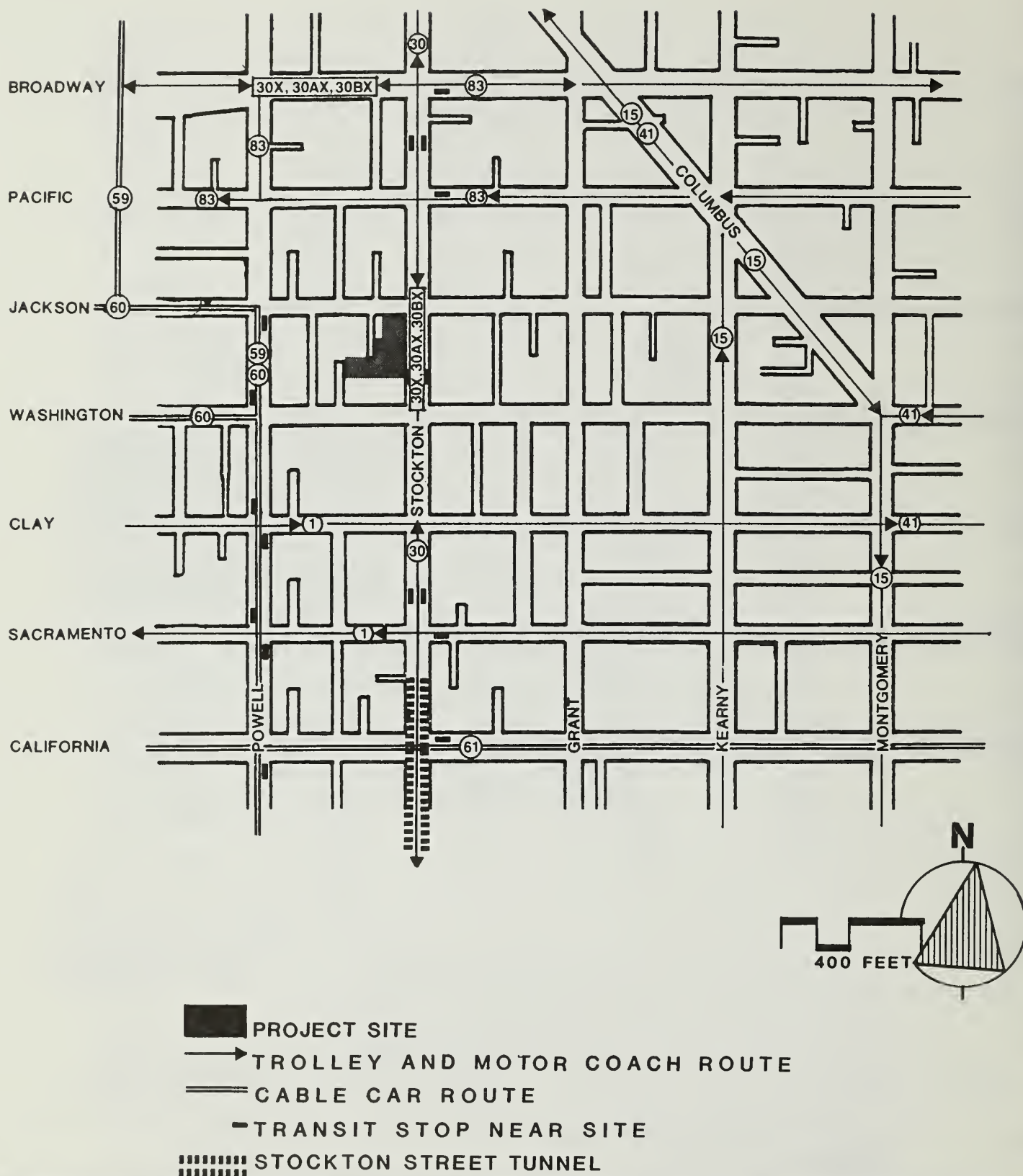
<sup>25</sup> San Francisco Municipal Railway, San Francisco Street Transit Map, August 1984.





**Figure18 Street Classifications and Directions in Vicinity of Project**

**Source:** Comprehensive Plan of the City and County of San Francisco  
John M. Sanger Associates Inc



**Figure19 Muni Routes in Vicinity of Project**

**Source:** San Francisco Municipal Railway Map, 1983  
John M. Sanger Associates Inc



result, Stockton Street carries substantial numbers of buses during peak periods. Line 83 and Line 1 each run east and west within two blocks of the site.

Regional transit service to the site is provided to and from the East Bay and Daly City by the Bay Area Rapid Transit District (BART) at Powell and Market, 3/4 mile south of the site, to the East Bay by Alameda-Contra Costa (AC) Transit District buses at the Transbay Transit Terminal, to the Peninsula by Caltrain commuter rail service at Fourth and Townsend and by the San Mateo County Transit district (SamTrans) from a bus stop on Columbus Street at Jackson Street on weekday afternoons, and to the North Bay by Golden Gate Transit from bus stops on Sansome and Battery Streets and from the ferry terminal at the Ferry Building. With the possible exception of the Golden Gate Transit and SamTrans bus stops, regional transit service is not available within walking distance and is reached by connecting Muni routes available near the project site.

A previous parking survey<sup>26</sup> and a supplemental update<sup>27</sup> indicate that the average, weekday occupancy rate of existing, municipal and commercially available off-street parking within approximately 1/2 mile (or 3-4 blocks) of the project site is about 96%. (An occupancy rate of about 90% can be considered the functional capacity of a single parking facility.)

In order to assess the availability of short-term parking for shoppers in the project vicinity on weekends, a survey was conducted of municipal and commercially available off-street parking within a walking distance of about one-quarter mile (1320 feet) from the project site.<sup>28</sup> Within this area, there are a total of 21 facilities (12 parking garages and 9 parking lots) with 2,895 off-street public parking spaces (see Figure 20, page 54).

On weekends, 18 facilities (10 garages and 8 lots) are open with 2,181 off-street public parking spaces. At the time of the survey, about 440 spaces were vacant

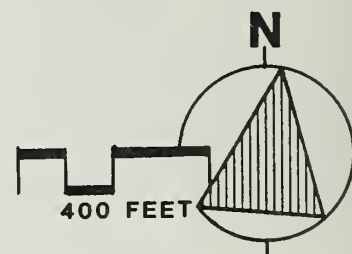
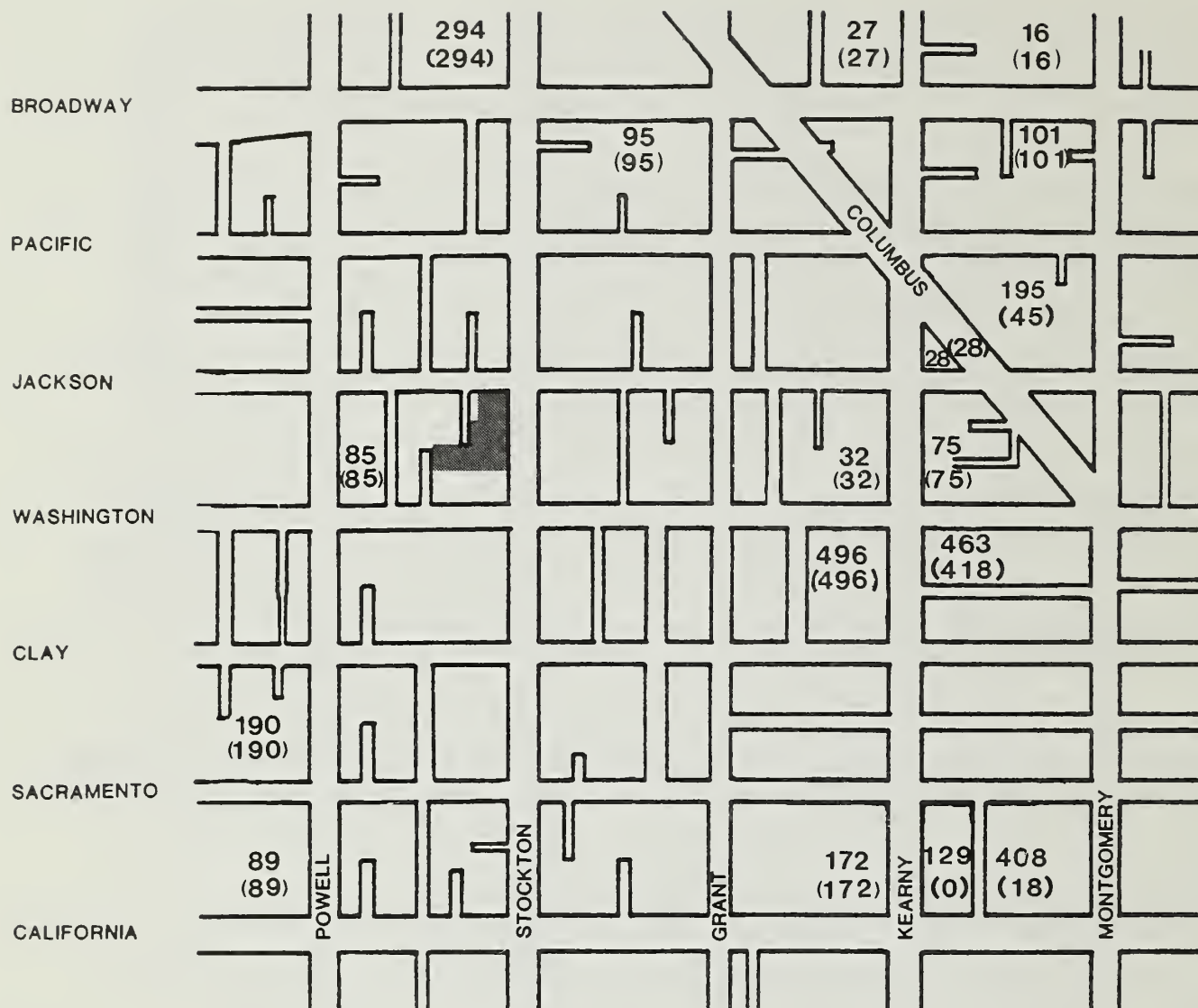
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<sup>26</sup> Montgomery-Washington Building, FEIR, 81.104E, certified January 28, 1982, page 41. Survey was done by TJKM on January 20-23, 26 and July 20-22, 1981.

<sup>27</sup> Survey by DKS Associates, Wednesday, September 14, 1983, 3:00 - 4:00 p.m.

<sup>28</sup> Survey by DKS Associates, Saturday, June 23, 1984, 11 a.m. to 3 p.m.





- 110 NUMBER OF OFF-STREET PARKING SPACES IN BLOCK AVAILABLE ON WEEKDAYS
- (110) NUMBER OF OFF-STREET PARKING SPACES IN BLOCK AVAILABLE ON SATURDAYS
- PROJECT SITE

**Figure20 Public Off-Street Parking**

**Source:** DKS Associates, Survey, Saturday, June 23, 1984  
and Wednesday, September 14, 1983

during the Saturday peak hour (1:30-2:30 p.m.) of parking demand, equivalent to an occupancy rate of about 80%. This relatively low occupancy rate of off-street parking on weekends is primarily the result of commercial, off-street parking available on the edges of the survey area in the financial district, on Nob Hill, and in Jackson Square when demand from commuting employees and office visitors is low. In the immediate vicinity of the project site (one block in each direction) there are only 85 commercial off-street spaces available, located in one private garage on Powell Street between Jackson and Washington Streets; the occupancy rate in this garage was 47% at the time of the survey. Two municipal parking garages, intended for short-term customer and visitor use, and offering lower rates than private garages, are located within 2-3 blocks of the project site, the Portsmouth Square Garage at Kearny between Washington and Clay Streets and the Vallejo Street Garage between Powell and Stockton Streets. Saturday peak hour occupancy is generally 92-93% in these garages. Occupancy of municipal garages in this location is always higher than for commercial garages due to substantially lower parking rates.

On-street parking immediately adjacent to the project site is metered. On both weekdays and weekends the occupancy rate of off-street parking is generally 90-100%. The project site is located in Residential Permit Parking Area "C", which permits area residents to park beyond posted limits.

No off-street loading facilities are known to exist near the project site. Commercial loading zones (painted yellow) exist along the project site frontage on both Jackson and Stockton Streets. The loading zones on Stockton Street adjacent to the project site are designated for commercial loading for a maximum of 30 minutes on both weekdays and weekends from 7 a.m. to 6 p.m. The loading zone on Jackson Street adjacent to the project site is designated for commercial loading on weekdays and Saturday from 7 a.m. to 6 p.m. When not designated for loading, the zones are available for parking without time restriction. Vans and trucks parked at the loading zones during restricted periods frequently exceed the designated legal limit of 30 minutes. <sup>29</sup>

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<sup>29</sup> See footnotes 26 and 27, page 53.

### III. Environmental Setting

Although all intersections on Stockton Street from Clay Street to Pacific Avenue have traffic signals, there are no pedestrian signals. Vehicle/pedestrian conflicts occur frequently at the intersection of Stockton and Jackson Streets as heavy pedestrian crossing hampers vehicle turning movements. Wheelchair ramps are provided at all four corners at the intersection of Jackson and Stockton Streets.

#### F. AIR QUALITY

San Francisco's air quality, in general, is among the least degraded of all the developed portions of the Bay Area. Because of the prevailing westerly and northwesterly winds, San Francisco is more a generator of its own air quality problems (especially carbon monoxide (CO) and total suspended particulates (TSP)) and a contributor to pollution (especially ozone), in other parts of the Bay Area, than a recipient of pollutants from elsewhere. This is because CO and TSP concentrations tend to reflect local emission sources; that is, concentrations are highest at the source and decrease rapidly as the pollutants are dispersed by wind. In contrast, ozone is not directly emitted but is a secondary pollutant formed in the atmosphere by a complex series of photochemical reactions involving reactive hydrocarbons and nitrogen oxides. Ozone air pollution is thus a regional phenomenon because the precursor pollutants are carried downwind as the photochemical reaction occurs.

The Bay Area Air Quality Management District (BAAQMD) operates an air quality monitoring station about three miles south-southeast of the site at 900 23rd Street. A three-year summary of the data collected and the corresponding ambient air quality standards are shown in Appendix D, pages A-57 to A-58. These data show occasional excesses of the CO and TSP standards. In 1983, the State one-hour average ozone standard was exceeded once and the State 24-hour average TSP standard was exceeded four times. In 1982, the eight-hour standard for CO was exceeded once and the 24-hour TSP standard exceeded three times. The one-hour CO standard was never exceeded. (A more stringent one-hour CO standard went into effect January 15, 1983.) The only air pollutant to exceed standards in 1980 and 1981 was TSP; the 24-hour standard was exceeded six times in 1980 and once in 1981.



A special monitoring program, called a Hotspot program, was conducted at 474 Geary Street during the winter of 1980-81, approximately 1/2 mile southwest of the proposed project. The observed high eight-hour average concentration was 11.5 parts per million (ppm), which is 2.5 ppm more than the applicable air quality standard of 9 ppm.<sup>30</sup> The highest one-hour average concentration was 15 ppm, which is 5 ppm lower than the applicable state standard. In 1982, a street-level average CO maximum of 14.5 ppm was measured at the street-level monitoring station at 939 Ellis Street near Van Ness Avenue about a mile west-southwest of the proposed project. This data indicates that some locations in San Francisco, particularly those near high traffic volumes and congested traffic flow, may experience violations of CO standards under adverse meteorological conditions.

Highest annual pollutant concentrations in San Francisco, while exhibiting fluctuations due to variations in meteorology, have shown an overall improvement during the 1971-1982 period. No similar trend in the annual number of violations of standards is evident, although such occurrences are infrequent (six a year or fewer).

In 1979, emissions from motor vehicles were the source of 94% of the CO, 36% of the hydrocarbons (HC), 7% of the TSP, and 44% of the nitrogen oxides (NO<sub>x</sub>) in San Francisco, while power plant fuel combustion was the largest single source of sulfur oxides, about 33% of the total. These percentages are expected to apply reasonably well to current conditions.<sup>31</sup>

The nine-county San Francisco Bay Area air basin is designated by the California Air Resources Board (CARB) as a nonattainment area for Ozone (O<sub>3</sub>), CO and TSP. (Nonattainment means the federal ambient air quality standards for these pollutants have been violated within the past two to three years.) As required by the Federal Clean Air Act Amendments of 1977, a regional Air Quality Plan has been adopted for the Bay Area that establishes control strategies to attain

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<sup>30</sup> Association of Bay Area Governments, AQMP Tech Memo 40, "Results of the 1980/1981 Hotspot Monitoring Program for Carbon Monoxide," Berkeley, California, January 1982.

<sup>31</sup> Bay Area Air Quality Management District, Base Year 1979 Emissions Inventory, Summary Report (Revised), San Francisco, California, July 1, 1982.

### III. Environmental Setting

federal and state standards by 1987.<sup>32</sup> Air quality control strategies include stationary and mobile source emission controls and transportation improvements to be implemented by the Bay Area Air Quality Management District (BAAQMD), Metropolitan Transportation Commission (MTC), and the CARB.

<sup>32</sup> Association of Bay Area Governments (ABAG), BAAQMD and MTC, 1982 Bay Area Air Quality Plan, Berkeley, California, December 1982.

#### IV. ENVIRONMENTAL IMPACTS

An Initial Study of the proposed project was published on November 11, 1983, and it was determined that an Environmental Impact Report (EIR) was required. The Initial Study concluded that the following issues required no further study since they would either have insignificant impacts or the impacts would be mitigated to insignificant levels through measures included in the building design or committed to in the Initial Study: operational and project specific transportation-related air quality, wind, hazards, architectural resources, geology, visual quality (public views and skyline), population and housing/growth inducement, operational noise, biology, water and utilities/public services, business displacement, construction and cumulative energy. Therefore, with one exception mentioned below, this EIR does not discuss the above issues. The Initial Study is incorporated as Appendix A, pages A-2 to A-24, and may be referred to for discussion of these issues.

Subsequent to the publication of the Initial Study new information became available regarding architectural and historical resources (see Environmental Setting, pages 44-47). As a result, impacts on such resources are discussed in this EIR. Additionally, since the Initial Study was published, a new methodology for predicting project-specific and cumulative transportation-related air quality impacts has been developed in conjunction with environmental review of the Downtown Plan. In order to ensure conformance with this new methodology, project-specific transportation-related air quality impacts are discussed in this EIR. Not all of the impacts discussed in this section are physical environmental effects as defined by the California Environmental Quality Act (CEQA). They are included for informational purposes only.

##### A. LAND USE AND ZONING

###### 1. Land Use

The existing buildings would be demolished and the entire site excavated for construction of the proposed project. The proposed project would increase the intensity of the current land uses on the site (residential, retail and parking) and add on-site open space. Total gross constructed area, including parking and



open space, would increase from 45,000 to 256,950 square feet. Gross floor area, excluding parking and open space, would increase from 45,000 to 192,550 square feet, an increase from an FAR of 1.6:1 to 6.7:1. Table 4 (page 61) summarizes the changes in intensity by land use category.

Four projects have been approved in Chinatown in the vicinity of the project site, two of which are under construction. One other project is under formal review. The Mirawa Center (Case No. DR80.191) on Pacific Avenue between Grant Avenue and Stockton Street, one and a half blocks north of the project site, is currently under construction. This project involves the development of 36,000 gross square feet of office space (5 floors) and 30,650 gross square feet of retail space (3 floors) on a site which was formerly used for surface parking and a two-story parking garage.

The World Theater project (Case No. 83.99EC), at 644 Broadway between Grant Avenue and Stockton Street, about two and one-half blocks north of the project site, is also under construction. The project involves the construction of a four-story 42,800 square foot office building with a basement movie theater and was preceded by demolition of a four-story 11,400 square foot movie theater with ground floor retail.

The Golden Coin project (Case No. 82.368E) at 900 Kearny on the corner of Kearny and Jackson Streets, about two blocks east of the project site, has been approved and would consist of a six-story office and bank building. Construction has not yet begun.

The 814 Stockton project (Case No. 81.403ED), three and one-half blocks south of the project site, has been approved but is not yet under construction. The project would involve the construction of 29 housing units on ten floors, 3,500 gross square feet of office space on the second floor and 3,300 gross square feet of ground floor ground floor retail space, after the demolition of a 4,660 square foot one-story building containing three manufacturing firms, three offices and three social clubs.

Currently under formal review by the Department of City Planning is the proposed 732 Washington Street project (Case No. 83.128E), between Grant Avenue and Kearny

TABLE 4  
PROJECTED CHANGE IN LAND USES  
(in gross square feet)

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<u>Land Use</u>	<u>Existing</u> (To be demolished)	<u>Proposed</u>	<u>Net Change</u>
Residential	30,000 (70 units)	109,650 (130 units)	+79,650 (+60 units)
Retail	15,000	82,900	+67,900
Open Space	0	11,550	+11,550
Parking & Loading	0 (30 spaces on surface)	54,200 (110 spaces, 1 loading dock, 5 service vehicles)	+54,200 (+80 spaces + 1 loading dock + 5 service vehicles)
Total constructed area	45,000	258,300	+ 213,300
Total gross floor area as defined by City Planning Code (not including parking, loading and open space)	45,000	192,550	+ 147,550

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Source: John M. Sanger Associates Inc; Marquis Associates

#### IV. Environmental Impacts

Street north of Portsmouth Square, about two blocks from the project site, which would consist of a seven-story office and clubhouse building.

The proposed project would increase retail and service space on the project site by 67,900 square feet or 450% and would be accompanied by an 85% increase in residential development. In conjunction with other projects in Chinatown, the proposed project would contribute to an intensification of retail and residential land uses in Chinatown.

#### 2. Zoning

The proposed project would develop the project site to an FAR of 6.7:1, compared to the 10:1 FAR allowed by Section 124(c) of the Planning Code.

The Stockton Street Building in the project would reach the maximum allowed height of 105 feet and the Trenton Street Building would be 100 feet high. Above 40 feet in height the project's Stockton Street Building would have a length of 200 feet along Stockton Street, 90 feet greater than the maximum 110 foot dimension permitted by the City Planning Code, and a diagonal plan dimension of 242 feet, 117 feet greater than the 125 foot maximum permitted. The 110 parking spaces in the proposed project, which includes 20 to be set aside for use by School District personnel, would be 185 less than the 295 spaces required in Section 151 of the City Planning Code. If attendant parking were provided, the effective supply would be about 150 spaces (see further discussion of parking impacts on page 111-112). The single off-street loading space for large trucks provided in the proposed project would not meet the requirement in Section 152 of the Planning Code for two spaces.<sup>33</sup> The project would provide five spaces in the parking garage for small service and delivery vehicles (less than eight feet high) (see further discussion of loading impacts on page 114-116).

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<sup>33</sup> This statement assumes that the Trenton Street elderly housing would be considered a separate use or building from the residential units in the Stockton Street Building since a loading dock could not serve both buildings. Loading for the Trenton Street Building is assumed to be provided on Trenton Street since no off-street parking would be served by Trenton Street. Otherwise the project would require three loading spaces.



The proposed project's Stockton Street Building would not comply with the rear yard requirement along 80% of the rear lot line in that where the rear yard requirement is 21 feet, the proposed rear yard would range from 0 to 10 feet and where the rear yard requirement is 26.25 feet, the proposed rear yard would be 21 feet. The requirement would be met for the Stockton Street Building on the remaining 20% of the rear lot line and for the Trenton Street Building in its entirety. The project would provide more than 10,000 square feet of residential open space on balconies and in common areas between the buildings where 3,700 square feet are required.

The project would require conditional use authorization by the City Planning Commission for a Planned Unit Development in order to allow exemption from the bulk, parking, loading and rear yard requirements. The City Planning Commission may authorize a Planned Unit Development where it finds that the project is developed as an integrated unit, is "designed to produce an environment of stable and desirable character which will benefit the occupants, the neighborhood and the city as a whole"<sup>34</sup>, and meets the specific criteria of Sections 303 and 304 of the City Planning Code. The project would also require City Planning Commission and Board of Supervisors authorization for rezoning of Lot 35 from P to C-2. If Lot 35 were rezoned and developed independently, maximum permitted development on the site would be for 24,000 gross square feet of floor area, with a maximum permitted residential density of 32 residential units for the elderly (if all were studios). However, such residential density would probably not be achievable due to the fact that the site would have a minimum rear yard requirement of 15 feet. The proposed project would involve development of this lot, in combination with the other lots comprising the project site, to a density exceeding that permitted or achievable under the Code without such combination into a Planned Unit Development.<sup>35</sup>

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<sup>34</sup> San Francisco Planning Code, Section 304(a).

<sup>35</sup> Density calculations are on file and available for public review at the Department of City Planning, 450 McAllister Street, 5th Floor, San Francisco.

The proposed project would also be subject to City Planning Commission review due to its location in the initiated interim Chinatown Special Use District, which would require conditional use authorization for the elimination of housing units, construction of buildings over 40 feet, and the establishment of financial institutions.

The project site is outside of the planning area covered in the Downtown Plan; however, the maximum allowable FAR on the proposed project site would be decreased if the Downtown Plan were adopted and implemented. Section 124(c) allows for the maximum FAR in C-2 districts to increase from 3.6:1 to 10:1 if the project site is closer to any C-3 district than to any R district. If the Downtown Plan is adopted and implemented, the project site would be closer to an RM-4 district than to a C-3 district and the maximum FAR would become 4.8:1. Alternative III in Section VII, page 145, describes an alternative project complying with this lower allowable FAR. Table 5 (page 65) summarizes the differences between the characteristics of the proposed project, those permitted under the existing Planning Code and those to be allowed by changes proposed in the Downtown Plan.

### 3. Master Plan Considerations

Objectives and policies of both the Residence Element and Commerce and Industry Element of the Master Plan are applicable to the proposed project.<sup>36</sup> From the Residence Element policies applicable to the project include the following:

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<sup>36</sup> In May 1984, the Department of City Planning and the City Planning Commission presented for public review a draft revision of the Residence Element of the Master Plan. Among other things, the draft revision expands the objectives and policies contained in the existing Residence Element related to retention of existing housing supply, housing condition, housing affordability, accessibility and displacement.

TABLE 5

**COMPARISON OF PROPOSED PROJECT WITH THE  
SAN FRANCISCO PLANNING CODE AND THE DOWNTOWN PLAN**

<u>Major Development Controls Pertaining to the Project Site</u>	<u>Proposed Project</u>	<u>San Francisco Planning Code</u>	<u>The Downtown Plan</u>	<u>Other Comment</u>
Maximum FAR	6.7:1	10:1	4.8:1	Change indirectly caused by proposed changes in C-3 boundaries; new controls for Chinatown under study.
Height Limit	105 feet	105 feet	No change	
Maximum Length				
Stockton Street Bldg.	200 feet	110 feet	No change	
Trenton Street Bldg.	62.5 feet	110 feet	No change	
Maximum Diagonal				
Stockton Street Bldg.	242 feet	125 feet	No change	
Trenton Street Bldg.	98 feet	125 feet	No change	
Residential Open Space	10,350 sq. ft. <sup>1</sup>	3,691 sq. ft.	No change	
Off-street Parking	110 spaces	295 spaces <sup>2</sup>	No change	
Off-street Loading	1 space for for large trucks + 5 service vehi- cle spaces	2 spaces <sup>3</sup>	No change	Downtown Plan proposes changes but project not within plan area.

<sup>1</sup> Does not include rooftop open space on Trenton Street Building of up to 2000 square feet; does not include commercial open space.

<sup>2</sup> Based on requirements in Section 151 of the Planning Code plus 20 spaces reserved for school by the terms of the proposed lease of Lot 35. For purposes of determining Code requirements, the estimated occupied retail area is 42,200 square feet and the estimated occupied restaurant area is 14,300 square feet.

<sup>3</sup> If elderly housing in Trenton Street Building and housing in Stockton Street Building are treated as one use, the requirement would be three spaces.

Source: San Francisco Planning Code; John M. Sanger Associates Inc; DKS Associates



Objective 1, Policy 1: "Encourage Development of Housing on Surplus, Underused and Vacant Public Lands."

Lot 35, owned by the San Francisco Unified School District, is currently used to provide approximately 20 spaces of parking for school staff members. The lot would be leased to the City for sub-lease to a non-profit sponsor for use in the construction of 70 low-income, elderly housing units.

Objective 1, Policy 3: "Promote Inclusion of Housing in Downtown Commercial Developments."

The proposed project is in close proximity to downtown and would provide a net increase of 60 housing units in an area which could serve downtown employees.

Objective 3, Policy 1: "Discourage the Demolition of Existing Housing."

The proposed project would demolish 70 units with kitchen and bathroom deficiencies and overcrowded occupancies under the Housing Code, which are currently available at rents affordable to persons of low and moderate incomes but are not permanently dedicated to low-income occupancy. These existing units are, however, protected pursuant to the San Francisco Residential Rental Arbitration and Stabilization Ordinance with respect to rents for current tenants.

Objective 4, Policy 4: "Preserve Residential Buildings of Significant Architectural Merit."

The proposed project would demolish two buildings which contain mixed retail and residential uses and which have been preliminarily rated by the Foundation for San Francisco's Architectural Heritage (Heritage). One building, 1019 Stockton Street, has received a preliminary rating of "B", whereas 1055 Stockton Street has received a preliminary rating of "C". The ratings have yet to be finalized and could be modified prior to finalization. (See page 45 for definitions of Heritage ratings.)

Objective 5, Policy 2: "Make Maximum Use of Available Federal and State Housing Subsidy Programs."

The project sponsor and Self Help for the Elderly have caused a non-profit sponsor to be established, known as Pineview. The non-profit sponsor applied for and has received tentative approval for a United States Department of Housing and Urban Development Section 202 loan, which would provide low interest financing which, in concert with land and other costs borne by the project sponsor and Section 8 assistance, would be sufficient to make rents in the Trenton Street building affordable to low income tenants.

Objective 5, Policy 3: "Seek Inclusion of Low and Moderate Income Units in New Housing Development."

The proposed project would replace 70 units of unassisted, private housing used primarily by low-income tenants with 70 units permanently dedicated to low-income, elderly occupancies.

Objective 8, Policy 1: "Minimize Relocation Hardship and Displacement Caused by the Demolition or Conversion of Housing."

Demolition of the existing buildings would require the relocation of 65 households. The proposed project would construct 70 low-income elderly housing units, and 40 persons currently living on the site as well as other low-income elderly would be eligible for such housing. The project sponsor would provide relocation housing for all tenants prior to displacement (see Mitigation Measures, page 131).

From the Commerce and Industry Element, the applicable policies include the following:

Objective 2, Policy 1: "Seek to retain existing commercial and industrial activity and to attract new such activity to the City."

The proposed project would increase the amount of retail and community service space on the site by 67,500 square feet and provide for retention of existing uses in a portion of the new space (see Mitigation Measures, page 131). The proposed project could attract new activity or prevent the loss of existing activity by increasing the level of commercial activity in the project vicinity.

#### IV. Environmental Impacts

Objective 3, Policy 1: "Promote the attraction, retention and expansion of commercial and industrial firms which provide employment opportunities for unskilled and semi-skilled workers."

The proposed project would result in a net increase of about 190 permanent, full-time jobs on the project site in retail and service businesses. These jobs are likely to be held chiefly by City residents who are Chinese-American, some of whom are unskilled or semi-skilled. During construction, approximately 30 temporary jobs would be created. The project sponsor is considering a requirement that the general contractor implement an affirmative action program in the awarding of subcontracts to ensure a share of such jobs for Asian residents of the City.

Objective 8, Policy 4: "Maintain a presumption against the establishment of major new commercial development except in conjunction with adequately supportive residential development and public/private transportation capacity."

The proposed project would increase retail and service space on the project site by 67,900 square feet or 450% and would be accompanied by an 85% increase in residential development. The proposed project would contribute to increased traffic congestion and diminishing Levels of Service on local transit lines.

Objective 10, Policy 2: "Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts."

The project would be designed to provide space for neighborhood-serving retail and service uses. In Chinatown, neighborhood-serving uses also have citywide, regional and tourist appeal. The expansion of retail and service space in Chinatown could attract additional tourist trade to Chinatown.

The Chinatown Neighborhood Improvements Plan calls for the development of Trenton Street as an informal recreation area. The proposed project would lessen the current level of vehicle use of Trenton Street due to the elimination of 20 parking spaces for School District personnel.



## B. VISUAL QUALITY AND URBAN DESIGN

The proposed project would result in the demolition of two three-story buildings and construction of one nine-story and one 11-story building. The proposed project would be about twice as high as the prevailing scale of development on the project block and, in general, throughout Chinatown.

The height of the Stockton Street Building would be 50 to 60 feet higher than adjacent buildings on Stockton and Jackson Streets. Its greater height relative to the two buildings in the Chinese Hospital complex on Jackson Street would be less noticeable than for adjacent buildings on Stockton Street due to the approximately 30 foot higher elevations of the sites of these 60-foot high buildings (see Figures 21 and 22, pages 70-71). The Stockton Street project would have a height equal to about one and a half times the width of Stockton Street, creating a stronger sense of street enclosure, similar in degree to that found in downtown and supported in that area by the Downtown Plan but not common in Chinatown.<sup>37</sup> The height of the project's Trenton Street building would be less noticeable in relation to nearby buildings due to its location in the interior of the block (see Figure 23, page 72).

The proposed project would include a number of design features intended by the project architects to minimize the perceived height and bulk of the Stockton Street Building. Levels above the third floor (about 40 feet) would be set back from Stockton and Jackson Streets to reduce apparent height and relate the facade at the property line more closely to the heights of adjoining buildings. In order to reduce the apparent bulk of the project and maintain pedestrian scale there would be articulation of horizontal and vertical elements, design features and changes in color to accentuate storefront character at ground level and to divide the Stockton Street facade into three sections.

The Urban Design Element of the San Francisco Comprehensive Plan contains objectives and policies which may be used to evaluate the proposed project with respect to its urban design implications. The relationship between the proposed project and applicable urban design policies of the Comprehensive Plan are summarized in Table 6, pages 73-76.

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<sup>37</sup> Department of City Planning, The Downtown Plan, page 87.

MANDARIN TOWER

PROPOSED PROJECT  
(STOCKTON ST. BUILDING)



(Approved project at 814 Stockton Street  
is not visible behind Mandarin Tower)

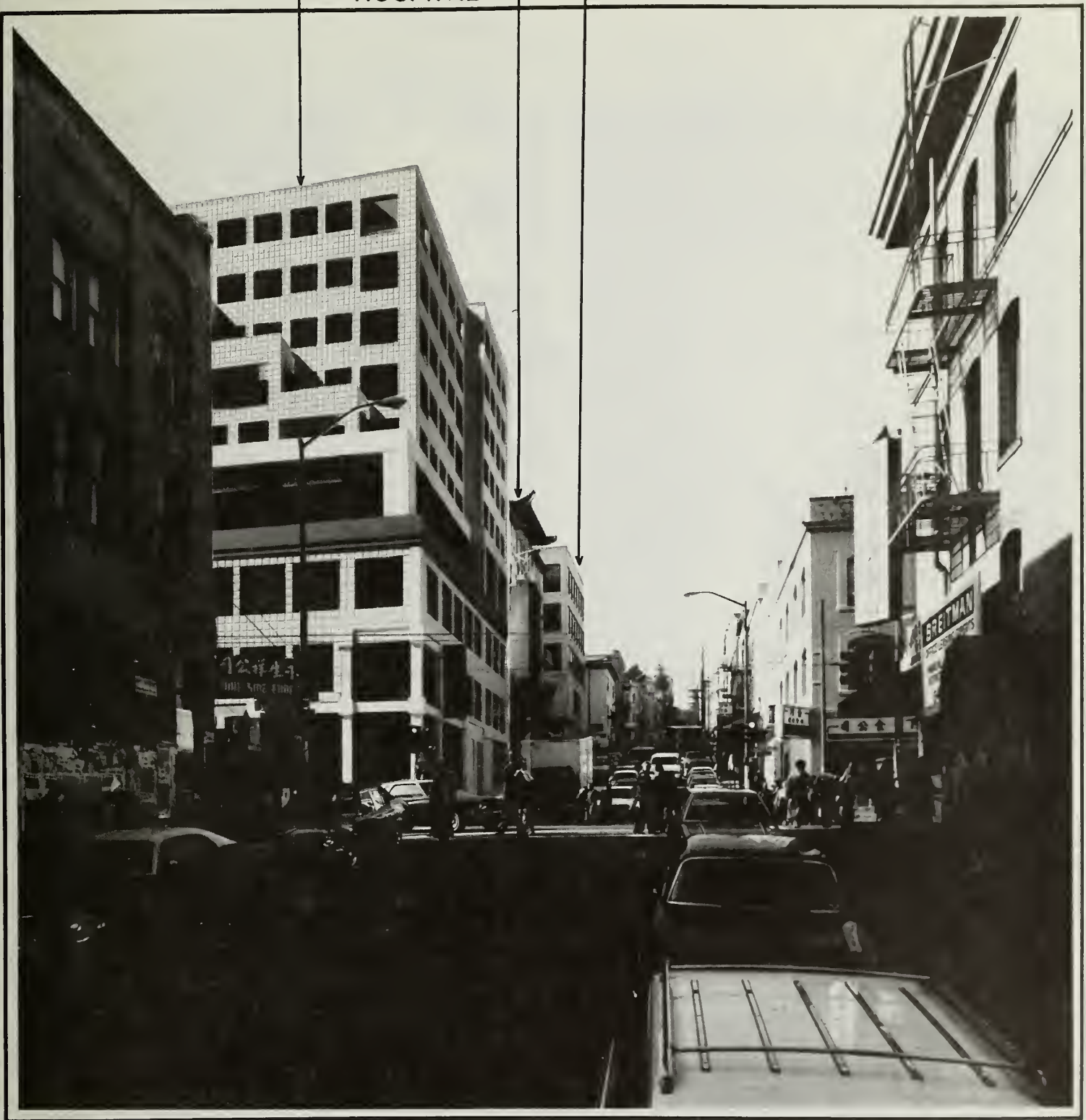
**Figure 21**      **Photomontage of the Project looking  
South on Stockton**  
**Source:**        **Douglas Symes, Photographer**



PROPOSED PROJECT  
(STOCKTON ST. BUILDING)

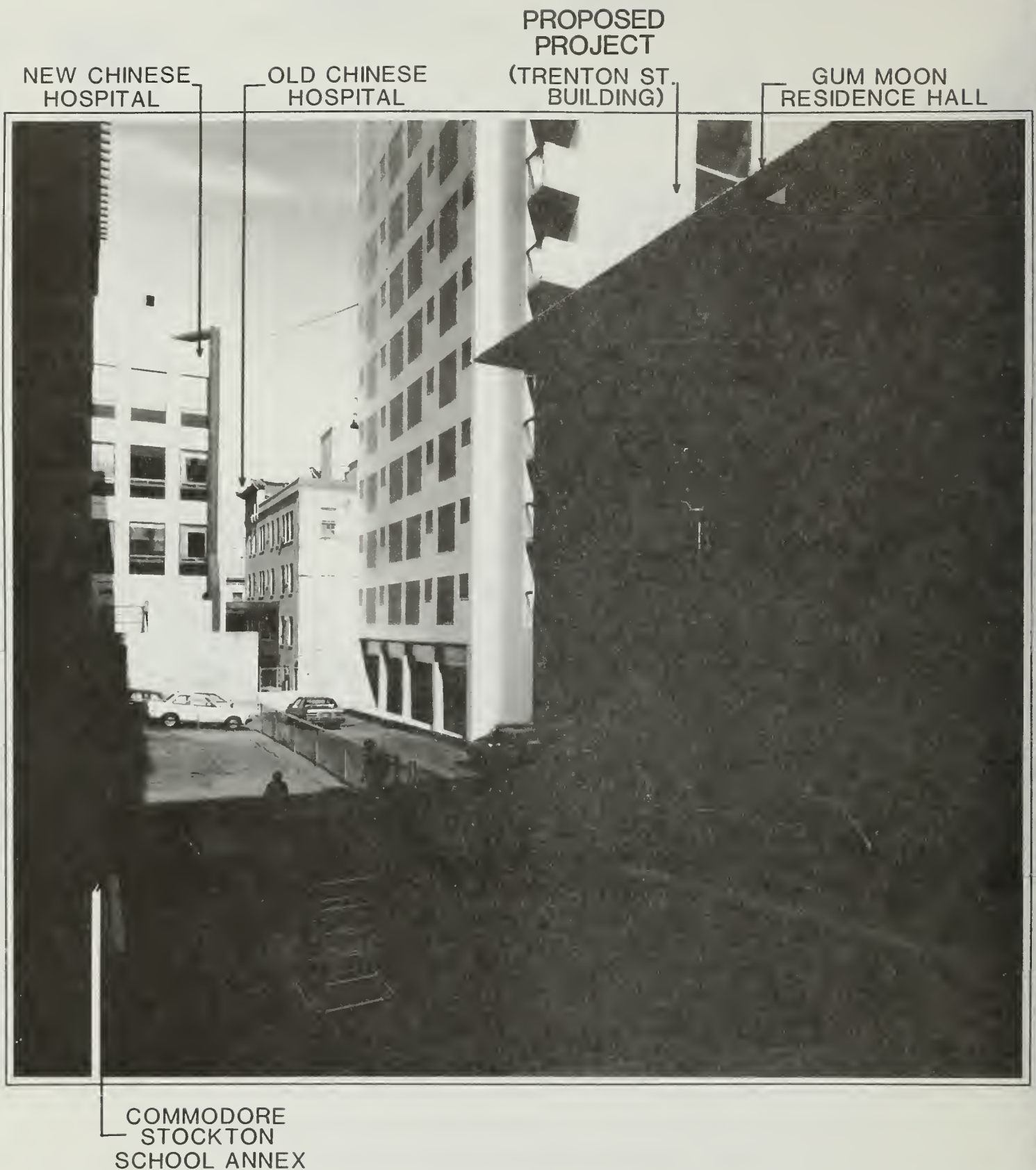
OLD  
CHINESE  
HOSPITAL

NEW  
CHINESE  
HOSPITAL



**Figure 22**      **Photomontage of the Project looking West on Jackson**  
**Source:**          **Douglas Symes, Photographer**





**Figure 23** Photomontage of the Project looking  
North on Trenton

Source: Douglas Symes, Photographer

TABLE 6

RELATIONSHIP OF THE PROJECT TO APPLICABLE URBAN DESIGN POLICIES  
OF THE SAN FRANCISCO COMPREHENSIVE PLAN\*

APPLICABLE URBAN DESIGN POLICIES	RELATIONSHIP OF THE PROJECT TO APPLICABLE POLICIES
A. <u>Policies for City Pattern</u>	
Policy 1: "Recognize and protect major views in the City with particular attention to those of open space and water" (page 10)	One building would reach a height of 105 feet, the other, 100 feet. Due to the heights of surrounding buildings and the slope of Nob Hill, the project would not substantially obstruct any scenic view of the Bay from public areas and would not generally be visible in the skyline except from the upper floors of some residential buildings to the west and to the north.
Policy 3: "Recognize that buildings when seen together produce a total effect that characterizes the City and its districts" (page 10).	The 105 foot height of the development would be 50 to 60 feet higher than the prevailing height of buildings in the project vicinity, except for Mandarin Tower (185 feet), the Ping Yuen housing project (101 feet), Mirawa Center (105 feet) and Mei Lun Yuen (125 feet). The project design would include setbacks and cutouts. In order to minimize the apparent height and size of the structure, horizontal and vertical elements would be included in an attempt to maintain continuity with adjacent buildings. The lower floors would be designed to maintain pedestrian interest and storefront character similar to that provided by existing retail space along Stockton Street.

\* City and County of San Francisco, Department of City Planning, Urban Design, an Element of the Comprehensive Plan, 1971.

TABLE 6

RELATIONSHIP OF THE PROJECT TO APPLICABLE URBAN DESIGN POLICIES  
OF THE SAN FRANCISCO COMPREHENSIVE PLAN

<u>APPLICABLE URBAN DESIGN POLICIES</u>	<u>RELATIONSHIP OF THE PROJECT TO APPLICABLE POLICIES</u>
<u>B. Policies for Conservation</u>	
Policy 4: "Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development." (page 25)	Heritage has preliminarily rated the 1019 Stockton Street Building "B" and the 1055 Stockton Street Building "C." The proposed project would involve the demolition of these buildings and the construction of a new building in an area which Heritage has preliminarily determined to be eligible for listing as a National Landmark Historic District, the highest form of recognition for an historic district.
Policy 6: "Respect the character of older development nearby in the design of new buildings" (page 25).	The proposed project would exceed in height and bulk the older buildings in Chinatown. The form of the buildings would differ from the older buildings since the traditional Chinatown structures are of terra cotta or brick while the proposed project would be constructed primarily of concrete and glass. Use of tile as a facing material could assist in achieving harmony with adjacent buildings. The design includes articulation of the facade to simulate smaller buildings and setbacks to maintain continuity of adjacent roof-lines.



TABLE 6

**RELATIONSHIP OF THE PROJECT TO APPLICABLE URBAN DESIGN POLICIES  
OF THE SAN FRANCISCO COMPREHENSIVE PLAN**

<u>APPLICABLE URBAN DESIGN POLICIES</u>	<u>RELATIONSHIP OF THE PROJECT TO APPLICABLE POLICIES</u>
C. <u>Policies for Major New Development</u>	
Policy 1: "Promote harmony in the visual relationships and transitions between new and older buildings" (page 36).	Since the proposed project would be about twice the height of adjacent buildings, it would cause an abrupt change, rather than a gradual transition, with respect to building height. The design is intended to moderate the visual impact of this change by placement of horizontal building elements and setbacks at the fourth and fifth floors. The project's tile and painted concrete facade would be different in color and texture from older brick buildings in the vicinity and somewhat similar to older terra cotta and stucco buildings in the area. The project's design would be distinctly more contemporary in character than that of older buildings, with larger window openings and smoother surfaces than nearby buildings. The building's length would be greater than that of most buildings in the neighborhood, creating a more uniform image along Stockton Street. The design is intended to moderate this effect by vertical articulation of the facade into three different sections for purposes of window treatment, columnar elements and color treatment.
Policy 2: "Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance" (page 36).	
Policy 5: "Relate height of buildings to important attributes of the City pattern and to the height and character of existing development" (page 36).	
Policy 6: "Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction" (page 37).	
	See A. <u>Policies for City Pattern</u> above

TABLE 6

RELATIONSHIP OF THE PROJECT TO APPLICABLE URBAN DESIGN POLICIES  
OF THE SAN FRANCISCO COMPREHENSIVE PLAN\*

<u>APPLICABLE URBAN DESIGN POLICIES</u>	<u>RELATIONSHIP OF THE PROJECT TO APPLICABLE POLICIES</u>
D. <u>Policies for Neighborhood Environment</u>	
Policy 4: "Design walkways and parking facilities to mini-mize danger to pedestrians" (page 55).	The proposed project would include substantial areas for pedestrian circulation within the project, six pedestrian entries and through block access to provide pedestrians opportunity to reach the project and shop without impeding pedestrian flow on Stockton Street. Parking facilities would be accessible from Jackson Street to avoid interruption of the heavy pedestrian traffic flow on Stockton Street. Truck loading and van delivery facilities would be provided within the project itself, reducing the need for on-street loading and delivery activity. Trenton Street would become a primarily pedestrian street with no access to off-street parking.
Policy 10: "Encourage or require the provision of recreation space in private development" (page 56).	The proposed project would provide more than 10,350 gross square feet of private and common open space for use of residents, about 6,700 sq. ft. more than required in the Planning Code.
Policy 13: "Improve pedestrian areas by providing human scale and interest" (page 57).	The project design includes commercial storefronts on the ground floor along Stockton Street as well as several entries and points of visual access into the commercial portion of the project.

#### IV. Environmental Impacts

With respect to Policies for City Pattern, the proposed project would not affect major views in the City but would be greater in height than nearby buildings in Chinatown, contributing, with other high buildings previously built and approved, to a change in the perception of Chinatown as a primarily low-rise area.

With respect to Policies for Conservation, the proposed project would involve a form and character different from that of older, nearby buildings due to the proposed height of the building and the character of modern construction. The design attempts to moderate the effect on older buildings through choice of tile as a facing material, simulation of existing cornice lines, and vertical division of the building into three sections. The proposed project would involve the demolition of two buildings, one of which has been preliminarily rated "B" and one "C" by Heritage; they have not been designated landmarks or rated by other surveys. The discussion above regarding the difference in scale and materials between the proposed project and existing nearby buildings also applies with respect to Policies for Major New Development.

With respect to Policies for Neighborhood Environment, the proposed project would involve large areas for pedestrian circulation within the project and open space for residents and would contribute to pedestrian interest by maintaining storefront continuity along Stockton Street and by providing views into several levels of the building from the sidewalks along Jackson and Stockton Streets.

The proposed project would be one of several existing and proposed buildings along the Stockton Street corridor exceeding the prevailing height of development in Chinatown. Existing tall buildings include Ping Yuen Housing Project on Pacific Avenue (105 feet), Mandarin Tower on Stockton Street (185 feet), the Mei Lun Yuen Project at Sacramento and Stockton Streets (145 feet), and Mirawa Center on Pacific (105 feet, under construction). One other tall building, 814 Stockton at Sacramento Street (125 feet) has been approved but is not yet under construction. In conjunction with existing and proposed buildings, the proposed project would result in additional high buildings along Stockton Street which would increase the overall scale of development in the Chinatown core (see Figure 24, page 78).





**Figure 24     Photomontage of Stockton Street looking North**

**Source:             Douglas Symes, Photographer**

### C. SHADOWS

Development in the blocks surrounding the project site is relatively low with scattered tall buildings (see Section III, pages 41-44 for a further discussion of the scale of development in the project vicinity). The narrowness of all streets in the project vicinity except Stockton Street causes some shading of streets, alleys and sidewalks due to existing buildings, particularly in the early mornings and late afternoons, during spring and fall, and all day during winter when the sun is lowest in the sky and shadows are the longest. The proposed project would create some new shadows during all time periods, except when and where surrounding streets are completely shaded by existing buildings.

Maximum new shading by the proposed project would occur on the equinoxes, March 21 and September 21, at 3:00 p.m., along approximately 140 feet on the west side of Stockton Street and on the entire Stockton/Jackson Streets intersection. Earlier in the day on these two dates, at both 10:00 a.m. and 12:00 noon, new project shadows would extend beyond existing shadows across Jackson Street to the sidewalk along the north side of Jackson Street, and along approximately 30 feet of the length of Trenton Street. On December 21 there would be no new shading except at noon along the west side of Stockton Street. On June 21, maximum new shading would occur on Jackson Street at 3:00 p.m. but the north side sidewalk would not be shaded. During earlier parts of the day new shadows on Jackson Street would be less. Maximum shading of Trenton Street on this day would occur from 10:00 a.m. to noon when new shadows would cover the street in front of the project site. Shadows on streets in the project vicinity are shown in Appendix B, pages A-25 to A-29.

The Commodore Stockton School Annex, located at 950 Washington Street, is directly across Trenton Street from the project site and from the adjacent Gum Moon Residence Hall. The Annex has two play areas: a 3,080 square foot play area on the rooftop of the school building and a ground-level yard of approximately 2,340 square feet between the school building and Trenton Street (see Figures 25 and 26, pages 83-84). The Annex building is used for a pre-kindergarten program for very young children and for after-school child care for children of all elementary school ages.<sup>38</sup> The Annex is used for the childcare program throughout the summer and other non-school periods, while the pre-



#### IV. Environmental Impacts

kindergarten program only operates during the school year. During the school year, from September to June, the rooftop play area is used for recreational activities continuously between 9:00 a.m. and 4:30 p.m., while the ground level yard is used for free play sporadically from 10:15 to 11:30 a.m., from 12:00 noon to 1:00 p.m., and from 3:15 to 4:30 p.m.

During the summer and other non-school periods, the ground level yard and the rooftop play areas are used sporadically, based on the needs of individual classes between 9:00 a.m. and 12:00 noon and 2:30 and 5:00 p.m. During these times the rooftop gets first use with the ground level yard only being used when the group on the roof gets too large.

Shadows on the school play areas are shown in Figures 25 and 26, pages 83-84. The proposed project would cause maximum shading of approximately one percent of the rooftop play area from 10:00 a.m. to noon on June 21. During all the other times of the day on June 21, and at all other times throughout the year there would be no shading of the rooftop play area.

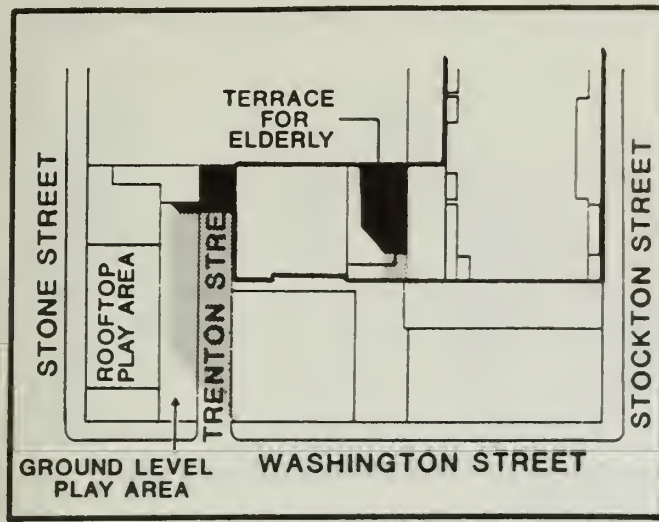
The ground level play yard is currently shaded at all times of the year to varying degrees. The maximum impact of the proposed project would occur between 9:00 a.m. and 12:30 p.m. on June 21, when new shadows would cover 20-25% of the yard, with the remainder already being shaded by existing buildings. On March 21 and September 21, the maximum impact would be new shading of about five percent of the yard. On December 21, there would be no impact on the play yard.

The Park Shadowing Initiative Ordinance (Proposition K), passed on June 5, 1984, establishes that the critical sunlight access period in all parks and playgrounds owned by the Recreation and Parks Department be from one hour after sunrise to one hour before sunset. The proposed project would not cast a shadow at any time of day during the year on any parks or playgrounds owned by the Recreation and Parks Department, including the Chinese Playground, about two blocks south of the

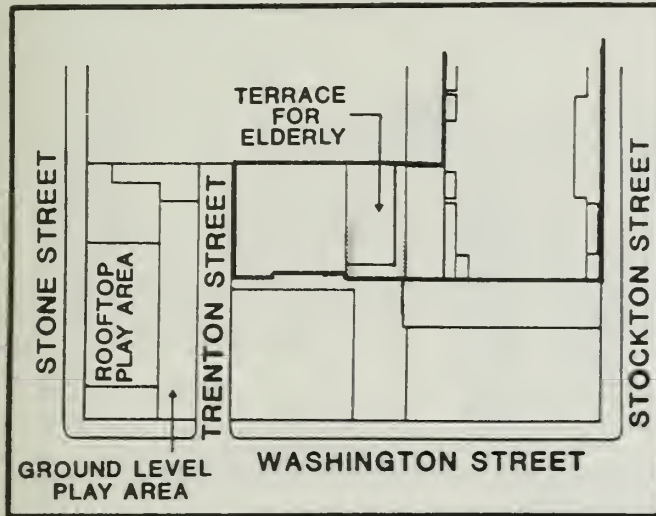
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<sup>38</sup> Ms. Ruby Hong, Principal, Commodore Stockton School, telephone conversation, June 22, 1984.

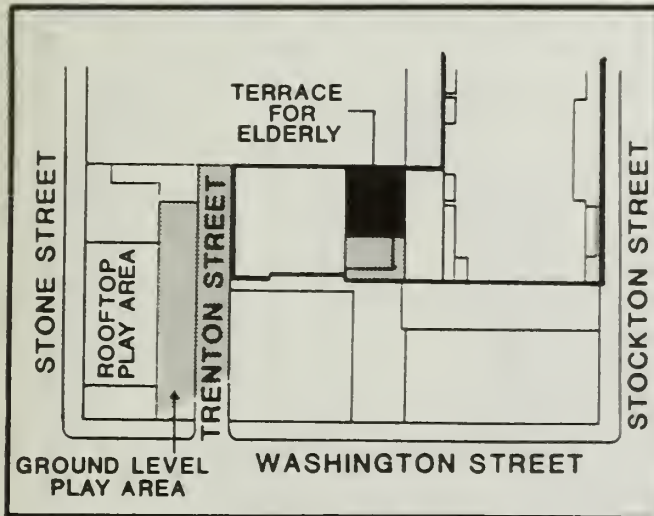




10 A.M.

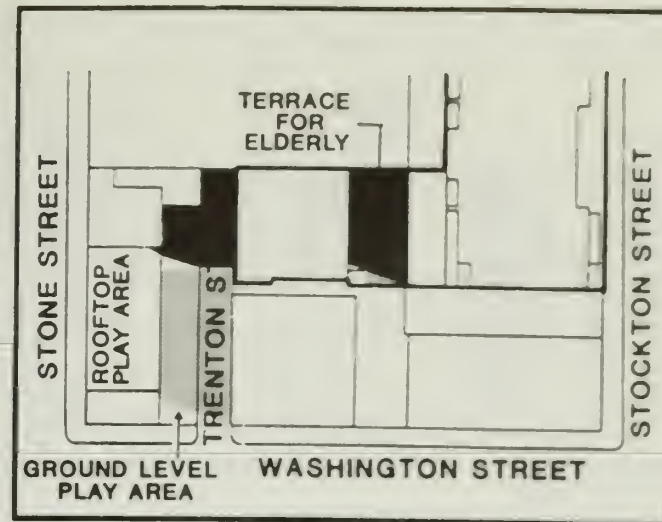


NOON

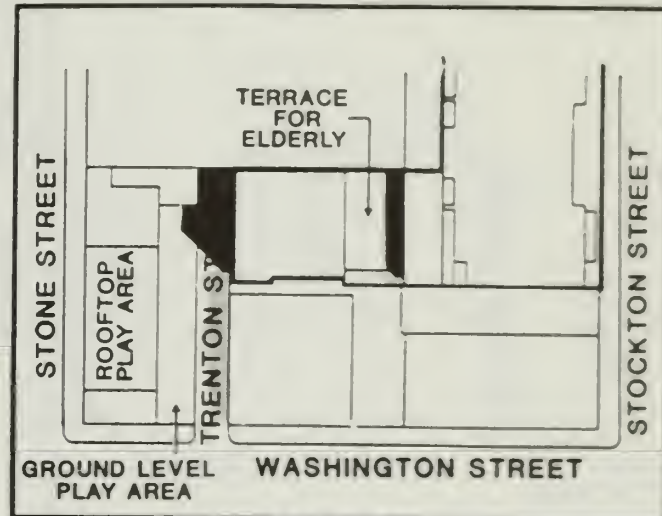


3 P.M.

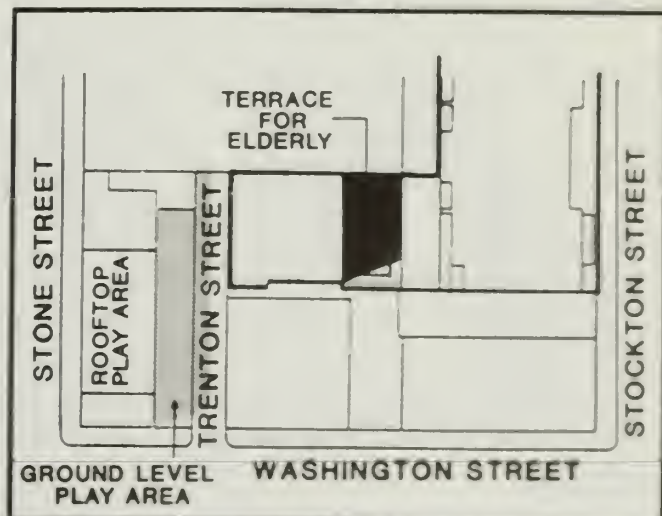
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Pacific Standard Time



10 A.M.



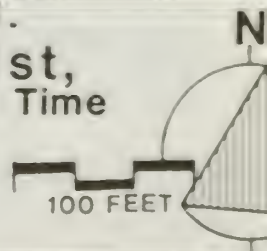
NOON



3 P.M.

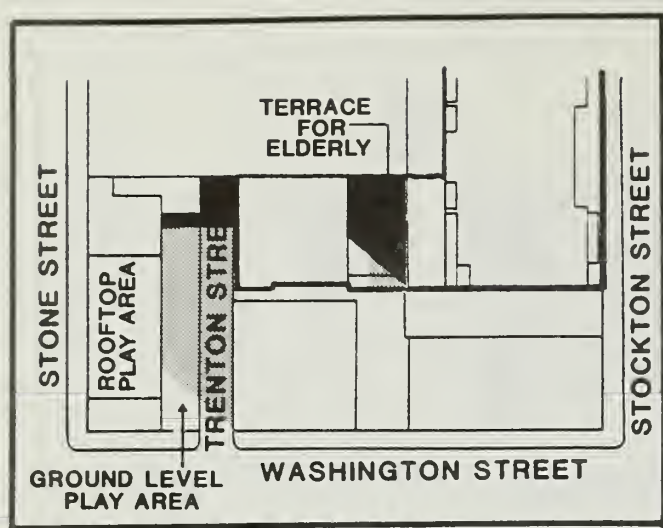
**JUNE 21st,**  
Pacific Daylight Time

SHADOWS CREATED BY PROPOSED PROJECT  
SHADOWS CREATED BY EXISTING BUILDINGS

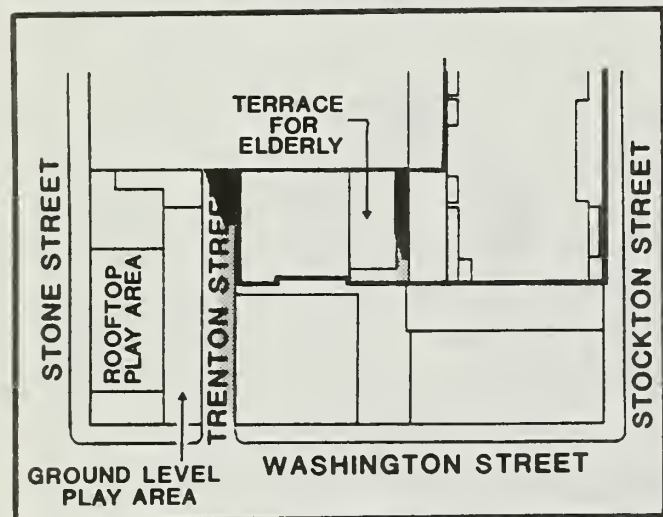


**Figure 25 Shadow Patterns on Open Space**

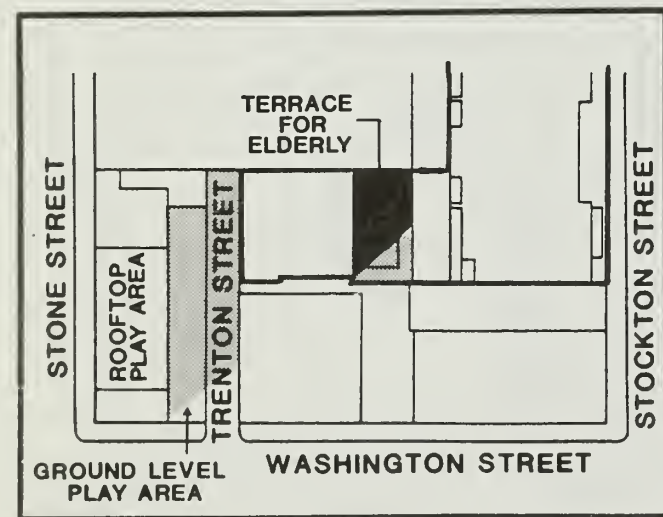
Source: Donald Ballanti, Certified Consulting Meteorologist



10 A.M.

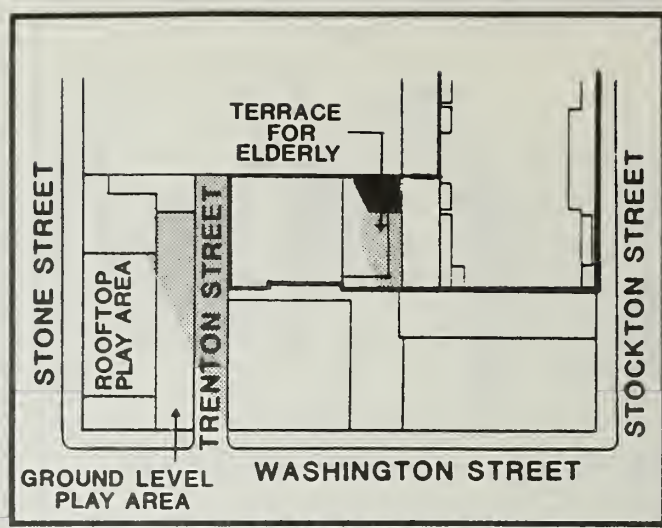


NOON

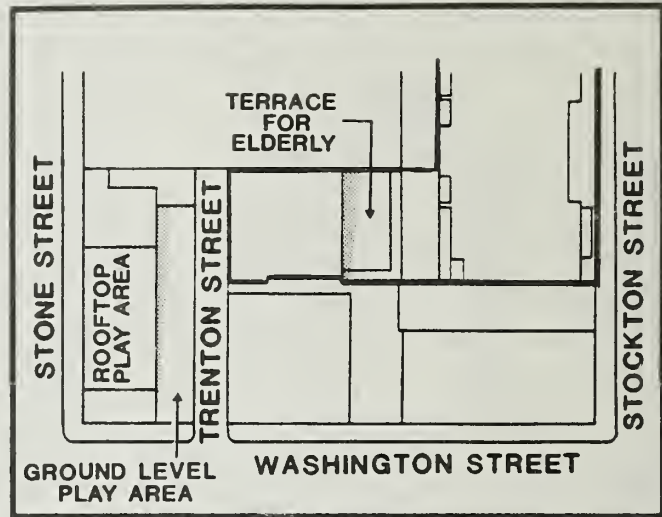


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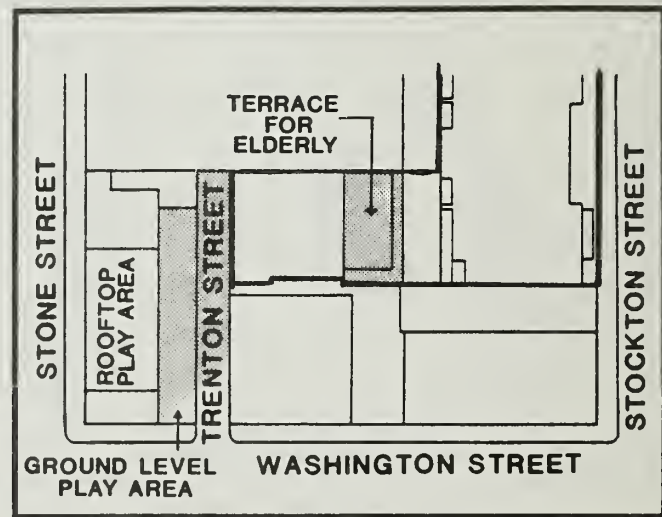
**SEPTEMBER 21st,**  
Pacific Daylight Time



10 A.M.



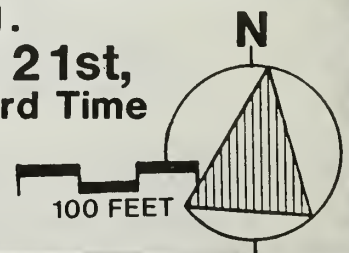
NOON



3 P.M.

**DECEMBER 21st,**  
Pacific Standard Time

SHADOWS CREATED BY PROPOSED PROJECT  
SHADOWS CREATED BY EXISTING BUILDINGS



**Figure 26 Shadow Patterns on Open Space**



site, or the Korean Methodist Church (proposed open space site), on the west side of Powell Street between Jackson and Washington Streets.<sup>39</sup>

The proposed terrace for the elderly residents of the Trenton Street building would be shaded at times by existing buildings and the proposed project.

Portions of the terrace would be shaded throughout the year at 10:00 a.m. with maximum impacts on June 21, at which time nearly the entire terrace would be in shade. At noontime the terrace would be nearly free of shadow at all times of the year. At 3:00 p.m. throughout the year, almost the entire terrace would be shaded.

#### D. ARCHITECTURAL AND HISTORICAL RESOURCES

The proposed project would demolish the 1019 Stockton Street Building, preliminarily rated "B" by Heritage, and the 1055 Stockton Building, preliminarily rated "C" by Heritage.<sup>40</sup> Neither building has been rated by other sources.

The proposed project would contribute incrementally to the loss of architecturally and historically rated building in the Chinatown area.

Cumulative proposed development would involve the loss of one additional architecturally and/or historically rated building in the Chinatown area.<sup>41</sup>

Based on preliminary findings, Heritage believes that a portion of the Chinatown area is potentially eligible for listing as a National Historic Landmark District, the highest category of national recognition for a district.<sup>42</sup>

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<sup>39</sup> Don Ballanti, Certified Consulting Meteorologist, letter communication, September 26, 1984, on file and available for public review at the Department of City Planning, 450 McAllister Street, 5th Floor, San Francisco.

<sup>40</sup> See definitions of Heritage ratings on pages 44-45.

<sup>41</sup> In addition to the building on the project site, the 814 Stockton Street building has received a "C" rating in Heritage's preliminary rating, June 1984.

<sup>42</sup> Michael Corbett, The Foundation For San Francisco's Architectural Heritage, telephone conversation, July 10, 1984.



#### IV. Environmental Impacts

Demolition of the buildings on the project site, as well as those proposed for demolition in other projects, would diminish the architectural and historical continuity of buildings in the Chinatown Core Area and would lessen the integrity of the potential historic landmark district (see Figure 13, page 46).

#### E. POPULATION AND EMPLOYMENT

##### 1. Household Displacement and Relocation Needs

All existing 65 households would have to be temporarily relocated during demolition and construction. Of these, at least 21 households with 33 persons could qualify for relocation back into the elderly units included in the project with possible accommodation of seven additional elderly individuals now living in six other households. Forty-four households would require permanent relocation elsewhere. All tenants need relatively low cost housing although specific needs, desires and capabilities vary.

Recently, the City Planning Commission has consistently reviewed all projects involving a loss of or demolition of housing units through its powers of discretionary review.<sup>43</sup> The proposed project is subject to Commission review for the necessary Planned Unit Development application, proposed exemptions from City Planning Code requirements; the Commission would review the housing demolition and replacement proposal as part of its review of the Conditional Use application for the project.

##### 2. Relocation Housing Availability

Subsidized housing units available in projects operated by the San Francisco Housing Authority (SFHA) are currently occupied, with waiting lists ranging from one to three years. In addition to the time on the waiting list, there is generally a wait of one to three months after an application reaches the top of the list before a unit becomes available. Some existing tenants have previously

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<sup>43</sup> Ms. Glenda Skiffer, San Francisco Department of City Planning, telephone conversation July 24, 1984.

applied for such housing. SHE is seeking to clarify the status and desires of other tenants.

In the project vicinity, SFHA operates the 234-unit Ping Yuen project (1 1/2 blocks from the project site), the 194-unit Ping Yuen North project (1 block from the project site) and 92 elderly units in the 990 Pacific project (at Mason, 3-1/2 blocks from the project site). The Ping Yuen projects are preferred by eligible Chinese-American households due to their location in Chinatown and have an extremely low turnover rate. SFHA operates two projects in North Beach which have a somewhat higher turnover rate.<sup>44</sup>

As of July, 1984, the SFHA was not accepting applications for units of any size. During June, 1984, the SFHA did accept applications for single seniors (62+ years) for studios, and families for one-bedroom units (a couple or single parent with a young child), two-bedroom units (a couple with one child, or two children under three years, or over three years if of the same sex) and four-bedroom units (a couple with five to six children). Current waiting lists for one and three-bedroom units are about three years with 1980 applications being selected currently. It is anticipated by the SFHA that applications for single seniors and two-bedroom units would be accepted during the fall of 1984.<sup>45</sup>

In addition to its public housing projects, the SFHA administers the HUD Section 8 housing assistance program. The Section 8 program provides for participants to pay rent equal to 25% of their income in privately operated housing. The regular Section 8 program has been closed since 1981. In two days during November, 1981, over 4,000 applications were accepted. Since that time no new applications have been accepted. Currently, there are about 1,000 applications which have not been acted on. The only way units become available is through normal attrition and turnover; no new certificates are being issued. Section 8 funding is currently

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<sup>44</sup> Ms. Mosy Yamamoto, Acting Supervisor, Rental Division, San Francisco Housing Authority, telephone conversation, July 5, 1984.

<sup>45</sup> Ms. Margaret Collins, Supervisor, Rentals Department, San Francisco Housing Authority, telephone conversation, November 18, 1983; Ms. Mosy Yamamoto, Acting Supervisor, Rentals Department, San Francisco Housing Authority, telephone conversation, July 5, 1984.

#### IV. Environmental Impacts

available for the "after care program" for single, elderly people with severe disabilities. Currently the waiting list can take from one to two years. The Section 8 "after care program" certificates issued are for studio, one- and two-bedroom apartments.<sup>46</sup> "After care program" units also only become available through normal attrition and turnover.

Three major residential developments in the Chintown/North Beach area provide subsidized housing for families and the elderly: the Mei Lun Yuen Apartments at the corner of Stockton and Sacramento Streets, the YWCA Apartments on Clay Street between Stockton and Powell Streets and the Wharf Plaza Apartments on Francisco near Kearny Street. The Mei Lun Yuen Apartments with a total of 185 units provides 152 elderly units (12 studios, 140 one-bedroom units) and 33 family units (25 three-bedroom and 8 four-bedroom units). All units are currently rented and there are long waiting lists; the turnover of elderly apartments is two to three units per year and there has been no turnover of family units since the project opened over two years ago.<sup>47</sup> There are 97 low income units for the elderly and disabled in the YWCA Apartments: 24 one-bedroom units and 73 studios. The project was supported by the U.S. Department of Housing and Urban Development (HUD) Section 202 low interest construction loan program and all tenants have Section 8 certificates. The project was completed in 1980 and is currently 100% occupied. The turnover rate is from five to ten per cent per year and the existing waiting list is four to five years long.<sup>48</sup> Wharf Plaza Apartments has 212 elderly units and 18 family units. Only persons holding Section 8 certificates are eligible to live in the development. The waiting list for elderly units is approximately 18 months to two years. For the family units there is no waiting list since there has been no turnover.<sup>49</sup>

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<sup>46</sup> Ms. Shirley Marcus, Supervisor, Leasing Department, San Francisco Housing Authority, telephone conversation, November 18, 1983, July 11, 1984.

<sup>47</sup> Ms. Helen Fong, Manager, Mei Lun Yuen Apartments, telephone conversation, July 11, 1984.

<sup>48</sup> Mr. David Brigode, Manager, YWCA Apartments, telephone conversation, July 11, 1984.

<sup>49</sup> Ms. Doris Hudek, Manager, Wharf Plaza Apartments, telephone conversations, (Continued)



Three households on the project site have applied for Section 8 units in the new Ocean Beach condominium project. Two households were placed on the waiting list and one household was awarded a unit but refused it.

One possible, but limited, source of relocation housing are units which become available on the open market. At rent levels equal to those currently paid by the existing residents there are very few units available. Examination of advertising in recent issues of the San Francisco Chronicle showed ads for approximately eight units with rents below \$310 per month.<sup>50</sup> All ads except one were for studio units. All were for units in the Tenderloin, Mission and Western Addition districts. Rental housing services experience the same lack of available units at such rent levels. One service stated that of 528 rental units listed, approximately 15 to 20 had rents under \$310 per month.<sup>51</sup> According to another the only reliable source of housing under \$300 per month is for single room occupancy residential hotels in the Tenderloin district.<sup>52</sup>

As the above discussion indicates, there would be little potential for relocation of family tenants into publically funded housing units. Additionally, there would be little opportunity for family relocation in Chinatown due to the unavailability of housing units and the lack of vacant sites suitable for residential development. Relocation to housing units outside the Chinatown area could create difficulties for displaced tenants, potentially cutting them off from sources of social and cultural support, thus causing both linguistic and cultural difficulties in adjusting to new places of residence.

One possible use of market rate housing would involve the project sponsor's subsidizing off-site relocation housing for those tenants for whom units could

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July 11, 1984.

<sup>50</sup> San Francisco Chronicle, Tuesday, November 22, 1983, p. 48, and Tuesday, November 29, 1983, p. 46. This data is for illustration only and is not a statistically significant source of information about residential rental rates in San Francisco.

<sup>51</sup> Community Rentals, telephone conversation, Tuesday, November 29, 1983.

<sup>52</sup> Walter Park, Director, Independent Housing Services, telephone conversation, San Francisco, November 25, 1983.

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not be made available through more traditional channels. The project sponsor and SHE are pursuing the availability of suitable relocation resources in Chinatown and throughout the City.

##### 3. Resident Eligibility for Relocation Housing

Approximately 21 households and seven additional individuals would be eligible for elderly, low income housing such as that to be provided in the proposed project. One or two households may be eligible for the Section 8 "after care" program. Results of the survey conducted by SHE indicate that on the basis of income levels, all elderly residents of the 1019 and 1055 Stockton Buildings would be eligible for subsidized relocation housing although some could afford rents higher than those currently charged on the site based on a standard of 25% of income for rent. Most family households would also be eligible for subsidized relocation housing although it appears that some households have incomes adequate to afford market rents. The City Planning Commission, under its review of the Conditional Use application for the project, could require the project sponsor to pay for relocation of tenants and provide relocation housing at rents commensurate with tenants' ability to pay, or with existing rents paid by tenants.

##### 4. Employment

An estimated 240 persons would be employed on-site if the project were approved and constructed,<sup>53</sup> a net increase of 200 employees. An average of 30 workers would be employed on the site throughout the construction period with a maximum of 60 employed on the site at any one time.

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<sup>53</sup> Estimated for the retail space based on "Guidelines for Environmental Review: Transportation Impacts", San Francisco Office of Environmental Review, September 1983 (hereafter referred to as "the Guidelines"); does not include possible employment in housing management and maintenance or parking management.

**F. TRANSPORTATION****1. Construction Impacts**

During the estimated 18-month construction period, transportation impacts would result from truck movements to and from the site during demolition, excavation and construction. During the three-month demolition and excavation period, there would be an average of eight haul vehicle trips per day.<sup>54</sup> Trucks would enter the site on Jackson Street and exit on Trenton and Washington Streets. Trucks would use Clay, Washington, Jackson, or Broadway Streets to reach the Embarcadero Freeway, continuing on U.S. 101 to disposal sites in San Mateo County.

Construction truck access to the site is proposed from Jackson Street and from Trenton Street. Construction activities would generate a peak rate of 12 delivery trucks per day during the first six months of construction, spread out over the workday. The sidewalks adjacent to the project site on Jackson and Stockton Streets would be closed and a covered pedestrian walkway could be provided in the curb lane during the entire 18-month construction period. Closure of the curb lane for pedestrian use would eliminate use of the three existing on-street loading zones adjacent to the project site during this period. Elimination of the loading zones on Stockton Street would force service and delivery vehicles to find alternate loading areas which are not available in the project vicinity at this time. If loading zones remained, there would be no pedestrian walkway, causing greater pedestrian congestion on the east side of Stockton Street and eliminating the southbound Muni stop in this block. Lane and sidewalk closures are subject to review by the Department of Public Works and Muni.

Maximum construction employment would generate from 100 to 150 daily person trips. Temporary parking demand and impacts on local intersections from construction worker vehicle traffic would occur in proportion to the number of construction workers who would use automobiles, which is not known; demand could be as high as 40 spaces. Closure of the school's 20-space parking lot during construction would add to the temporary parking demand from construction workers.

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<sup>54</sup> William Sullivan, S.J. Amoroso Construction Co., letter, December 2, 1983.



#### IV. Environmental Impacts

The proposed project, together with the project at 814 Stockton Street could, if approved and constructed during the same time period, cause disruptions to traffic operations and transit service at intersections from Jackson Street to Sacramento Street. In conjunction with one approved and two proposed projects south of the Stockton tunnel, and 814 Stockton Street, the proposed project could, if approved and constructed at the same time period, cause delays in transit service along Stockton Street. Since Stockton Street is single lane northbound with two lanes southbound, and since 814 Stockton is on the east side of Stockton Street, it is anticipated that the greatest disruption to traffic and transit flow would occur northbound on Stockton Street.

#### 2. Travel Demand Characteristics

##### Project Travel Demand

The proposed project would generate about 13,100 daily weekday person trips and 12,300 Saturday person trips, representing a net increase of 10,500 and 9,400 daily person trips respectively (see Appendix C, Table C-1 and C-2 pages A-30 and A-31). Weekday P.M. peak hour person trips would increase by 1,045 to about 1,330 and Saturday midday peak hour trips would increase by 1,488 to about 1,900. Approximately 70% of weekday peak hour trips and 20% of Saturday peak hour trips would be pedestrian trips, with 10% and 50% respectively, by auto. The high level of pedestrian travel generated by retail uses in Chinatown on weekdays is due to the high proportion of the Chinatown population, which is elderly and non-English speaking, patronizing Chinatown stores as well as the attraction of employee patronage from Chinatown and nearby office buildings in the financial district. The much higher share of automobile travel generated on weekends is due to the attraction of Chinatown for shopping to members of the Chinese-American community throughout the city and Bay Area. Estimated peak hour person trips added by mode are shown in Table 7, page 91.

##### Cumulative Travel Demand

Analysis of the transportation impacts of cumulative development in San Francisco EIRs has been the subject of considerable public discussion. To date, cumulative analysis has been conducted on the basis of a list of proposed development in the

TABLE 7

## ADDITIONAL PEAK HOUR PERSON-TRIPS BY MODE (INBOUND AND OUTBOUND)

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<u>Mode</u>	<u>Weekday</u> <u>4:15-5:15 P.M.</u>	<u>Saturday</u> <u>11:45 A.M.-12:45 P.M.</u>
Drive Vehicle	77	253
Ride Vehicle	25	446
MUNI	110	476
BART	68	0
Walk	750	283
Other	15	30
	<hr/>	<hr/>
Total	1045*	1488

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\* Does not include home-based work trips for residents, which are already accounted for in trips projected from places of work.

Sources: DCP, Guidelines for Environmental Review: Transportation Impacts, September, 1983.

MTC, 1981 Bay Area Travel Survey, August, 1981, DKS Associates.

DKS Associates, "Chinatown Retail Trip Generation Survey", December 17, 1983.

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#### IV. Environmental Impacts

greater downtown area. The Downtown Plan Draft EIR method is a refinement of the transportation analysis process that uses projections of employment growth, independent of a list of proposed projects, to project future travel to and from the C-3 (Downtown Commercial) district.<sup>55</sup> Although the proposed project is not located within the C-3 district, the Downtown Plan Draft EIR methodology and results are applicable because cumulative development within the C-3 district would impact transportation operations in the vicinity of the proposed project and in most cases sub-regional screenlines, not C-3 district boundaries, are used as demand/capacity checkpoints for various transportation systems. Further, the cumulative analysis in the Downtown Plan Draft EIR presumes non-C-3 demand of the type proposed by this project and includes such demand in cumulative demand.

As discussed in Appendix J of the Downtown Plan DEIR, transit service improvements have been assumed to be implemented by the year 2000. The service improvements assumed to occur correspond to the vehicle acquisition portions of the 5-Year Plans for Muni, AC Transit, SamTrans, CalTrain, and Golden Gate Transit. In BART, both the vehicle acquisition program and the trackage improvements (Daly City tail track) were assumed to occur. These planned improvements would allow system capacities to keep pace with demand increases over time. The Downtown Plan Draft EIR transportation analysis also assumes that regional auto use will continue to change over time in response to increasing levels of congestion on the bridges and freeways serving the City. The analysis projects a shift from single-occupant auto use (drive alone) for commuting to ridesharing (carpool, vanpool), and to transit use. The projections of a continuing shift from auto to transit and ridesharing, most apparent in the year 2000 modal split, are made on the basis of long-term trends in transit use in the

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<sup>55</sup> The Downtown Plan Draft EIR contains about 50 pages of text devoted to the description of transportation impacts in the greater downtown area, as well as an additional 30 pages of text describing transportation mitigation measures. The information presented in this EIR is not intended to be a comprehensive summary of the transportation analysis in the Downtown Plan Draft EIR, but rather summarizes portions relevant to the project and its contribution to cumulative impacts. For details and assumptions used to arrive at the data and results presented in the Downtown Plan Draft EIR, see Section IV.E, Transportation Setting and Impact, Section V.E, Transportation Mitigation, and Appendix J, Transportation and Circulation Analyses and Methodologies, of the Downtown Plan Draft EIR, which are incorporated by reference into this report and summarized in the text as appropriate.



San Francisco commute corridors. Census data show that in the period from 1970 to 1980, transit use for commuting increased. Similarly, Bay Bridge data show that ridesharing has been increasing over the last seven years. Thus, the shift to transit and ridesharing is well-established in San Francisco commute corridors.

The travel data presented in the Downtown Plan Draft EIR transportation sections (and in this EIR) are projections of total demand on the transportation system serving San Francisco. The projections comprise three components of travel demand. Two of the components were developed through an intricate travel modeling process for the C-3 District of San Francisco. The first two components of travel demand are C-3 District work (employee journey-to-work) travel and C-3 District non-work (all other) travel. The third component is non-C-3 District travel, which was forecast by an analysis of regional trends adjusted for the effect of development in the C-3 District. Non-C-3 travel is defined as travel that has neither an origin nor a destination in the C-3 District. Thus, non-C-3 travel includes travel to and from other parts of downtown (including the vicinity of the project site) and trips through San Francisco from other parts of the region. Employment projections are not specifically used in the non-C-3 analysis.

Although the C-3 District transportation modeling process used analytical techniques common to travel forecasting, several portions of the process are unique to the C-3 District. The uniqueness is the result of the development of two major data bases -- an inventory of existing land uses in the district and surveys of employees and employers in the district. The data developed from the surveys and the inventory have been used as the basis for forecasts of development and employment growth in the C-3 District. Sections IV.B., Land Use and Real Estate Development; IV.C, Business and Employment; IV.D, Residence Patterns and Housing; and Appendices G, Land Use and Real Estate Analysis; H, Business and Employment Analysis; and I, Theoretical Discussion of Housing Market Effects/Methodology for Forecasting Residence Patterns, of the Downtown Plan Draft EIR, which contain detailed information about methods used to project future employment in the C-3 District, are incorporated by reference into this report and summarized below.

#### IV. Environmental Impacts

The cumulative analyses for forecasting future land use, employment, and residence patterns are described in the Downtown Plan Draft EIR. Appendices therein describe methodology, identify the factors considered, and identify the types and sources of data used. A concise description of the major components of the process of developing employment and land use development forecasts is presented in the flow charts in Figure H.1 and Figure G.1. The factors considered in forecasting residence patterns are identified in the diagram in Figure I.1.

The development approach for forecasting future land use, employment, and residence patterns is based on a conceptual framework of the process of urban economic development. The analytical procedures incorporate a variety of types and sources of data and information concerning past, current, and likely future conditions regarding economic, real estate, demographic, and public-policy factors.

The employment projections in the Downtown Plan Draft EIR for the year 2000 exceed the employment projected using the current list-based cumulative analysis, as the list cannot take into account projects not yet proposed. The employment forecasts have been used as the basis for the travel demand modeling process. As described above, the C-3 District travel comprised two of the three components of total travel. Because of the use of the employment projections in the travel demand modeling process, the transportation forecasts for the year 2000 are independent of lists of cumulative development.

Through a complex calibration and validation process of comparing projections of travel demand modelled on the basis of the survey of C-3 District employees to actual travel from measurements made by state, city and regional agencies, work and non-work travel demand from the C-3 District was modelled for the years 1984, 1990 and 2000. The modeling process comprises the following steps:

- trip generation rates (empirical measures of total travel to and from a specific land use) were applied to employment forecasts by business activity (i.e., different rates were used for various land uses);

- the total travel from the C-3 District was distributed to seven Bay Area zones on the basis of projections of future employee residence patterns and origin-destination patterns for non-work travel;
- trips to each of the seven regional zones were assigned to travel modes on the basis of modal splits (distribution of travel over the transportation modes -- auto, transit, etc.) developed from the C-3 District surveys.

At this stage of the process, the model forecasts total travel from the C-3 District. To complete the process and to allow analysis of the effect of travel demand from C-3 District development on the transportation network, the non-C-3 travel demand was analyzed. The total travel demand was calculated by summing C-3 District work and non-work travel and non-C-3 travel at sub-regional measuring points (called screenlines) located at or just beyond the San Francisco County Line (except for Muni and BART westbay service which were measured inside San Francisco, outside downtown). The total travel demand was then compared to available service (capacity) at the screenlines and operating conditions (demand-to-capacity ratios) were analyzed assuming planned improvements. The results of those analyses are summarized later in this section.

For future years, the C-3 travel modeling process was modified to incorporate changes in travel patterns (modal split changes, different travel times), employee residence patterns and changes in land use patterns.<sup>56</sup> The process incorporates the dynamic aspects of changing Bay Area travel patterns, rather than assuming a fixed, unchanging condition over time. An example of past changes in travel patterns can be seen in the amount of carpooling activity on the Bay Bridge. In 1977, peak average vehicle occupancy westbound on the Bridge was 1.7 persons per vehicle. By 1983, in response to increasing congestion and increased travel and parking costs, peak average vehicle occupancy westbound had increased to 2.1 persons per vehicle.<sup>56</sup>

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<sup>56</sup> Data are from Traffic Survey Series A-48 and MA-60, Spring 1977 and Spring 1983, Metropolitan Transportation Commission.



#### IV. Environmental Impacts

The non-C-3 travel demand was forecast through the use of growth factors developed on the basis of historic trends in regional and sub-regional travel.<sup>57</sup> Historic growth rates (factors) have been used to project increases for only non-C-3 District travel at the regional screenlines. No other use of historic growth rates has been made in the transportation analysis. Because of the individual and unique nature of each of the transportation screenlines, each growth rate is based on data for that location. Thus, the growth rates for freeways project growth in auto trips, while growth rates for transit project growth in ridership.

Each of the historic growth rates inherently contains information about regional growth in travel patterns and thus incorporates not only growth from other parts of San Francisco, but from elsewhere in the region. As an example, the historic growth factor for trips southbound on US 101 includes travel that crosses the Bay Bridge or the Golden Gate Bridge as well as travel from San Francisco. However, the growth is projected as growth in auto travel and cannot be related directly to growth in employment in San Francisco.

Due to the fact that the proposed project is located outside the C-3 District (one-half block north), the contribution it would make to growth in travel and impacts on traffic and transit is theoretically included in the growth rates

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<sup>57</sup> The analysis of historic trends in travel patterns is from the following sources: Metropolitan Transportation Commission, Travel Observations of the Bay Bridge Corridor, October 21, 1981. Homburger and Dock, Trends in Traffic Patterns at the Bay Bridge and Caldecott Tunnel, U.S. Department of Transportation, DOT-BIP-WP-32-3-77, July 1977; telephone survey of 500 drivers conducted in April 1980 by Golden Gate Transit, data supplied by Alan Zahradnik, Transportation Planner, on February 16, 1983; Office of the Auditor-Controller, Comparative Record of Traffic for the Month of November, May 27, 1937 through November 30, 1982, Golden Gate Bridge, Highway and Transportation District; San Francisco Municipal Railway Planning Division, Projections of Future Muni Demand and Vehicle Requirements, October 1982; San Mateo County Transit District, SamTrans Five-Year Transportation Development Plan: 1983-1988, April 1983; California Department of Transportation, CalTrain Caltrans/Southern Pacific Peninsula Train Service Five-Year Plan 1983-1988, July 1983; and traffic volume counts from San Francisco Department of Public Works, Bureau of Engineering, Division of Traffic Engineering and from 1983 San Francisco Cordon Count, JHK and Associates, July 1983.

projected for non-C-3 District travel. The project's contribution is therefore included in cumulative projected C-3 District and non-C-3 District travel.

### 3. Traffic

The analysis of traffic impacts has been conducted on two levels; one level of analysis considered project impacts at intersections in and near the project site; the second level of analysis considered cumulative impacts at the regional screenlines.

#### Intersections and Streets in the Project Vicinity

Existing traffic volumes in the vicinity of the project site are shown in Appendix C, Table C-7, page A-37, including weekday p.m. peak hour and weekend mid-day peak hour flows. Stockton and Washington Streets have higher volumes during the weekday p.m. peak hour due to commuter traffic while Jackson Street and Grant Avenue have higher weekend midday peak hour volumes due to shopper and visitor traffic.

However, on all four streets, total traffic volume is about ten percent higher during the weekday peak hour than during the weekend peak hour. During the weekday p.m. peak hour, long queues occur on Stockton Street and block intersections for short intervals of time, especially in the northbound direction when buses load at mid-block bus stops in the sole lane of traffic in that direction. Due to high pedestrian volumes and other conflicts with traffic, the weekday peak hour level of service at the intersections of Stockton Street with Jackson and Washington Streets are "C" and "D" respectively (see Appendix C, Table C-6, page A-36 for definition of levels of service).

The proposed project would generate about 75 additional peak hour vehicle trips on a typical weekday, and about 250 additional peak hour vehicle trips on a typical Saturday including trips inbound to and outbound from the project site.

The impact of net additional vehicle trips on the four adjacent intersections is shown in Table 8, page 98. The primary impact of the proposed project is on the intersection of Jackson and Stockton Streets adjacent to the project site, due

IV. Environmental Impacts

TABLE 8

PROJECTED PEAK HOUR<sup>1</sup> INTERSECTION VOLUME TO  
CAPACITY RATIOS AND LEVELS OF SERVICE

<u>Intersection</u>		<u>Existing</u> V/C <sup>2</sup> LOS <sup>3</sup>	Existing Plus Proposed <u>Project</u> V/C LOS
Stockton	/ Jackson		
	Weekday	.77 C	.82 D
	Saturday	.81 D	.92 E
Stockton	/ Washington		
	Weekday	.86 D	.86 D
	Saturday	.74 C	.80 D
Grant	/ Jackson		
	Weekday	.61 B	.63 B
	Saturday	.68 B	.74 C
Grant	/ Washington		
	Weekday	.92 E	.93 E
	Saturday	.79 C	.86 D

<sup>1</sup> For definition of peak hour, see Appendix C, Tables C-1 and C-2, pages A-3 and A-31.

<sup>2</sup> V/C = Volume to capacity ratio.

<sup>3</sup> LOS = Level of Service (see Appendix C, Table C-6, page A-36).

Source: DKS Associates



both to the location of the project at this intersection and to the provision of garage access on Jackson Street to the west of the intersection, so that all vehicles exiting the garage must pass through this intersection.

The proposed project would increase the peak hour volume to capacity ratios at the intersection of Jackson and Stockton Streets by six percent on weekdays and by 14% on Saturday (see Appendix C, Tables C-1 and C-2, pages A-30 and A-31 for time of peak hours). During weekday peak hours, the Level of Service would deteriorate from "C" to "D" while, during the Saturday peak hour, the Level of Service would deteriorate from "D" to "E". Intersections of Washington Street with Grant and Stockton Streets would experience up to a one per cent increase during the weekday peak hour and up to a nine per cent increase during the Saturday peak hour. The Stockton/Washington and Grant/Washington intersections would both deteriorate from Level of Service "C" to "D" during the Saturday peak hour because of the proposed project; the level of service would remain the same during the weekday peak hour. The intersection of Jackson and Grant would deteriorate from level of service "B" to "C" during the Saturday peak hour and remain at "B" during the weekday peak hour. Due to the unusually heavy traffic in Chinatown on weekends caused by attraction of customers and tourists, projections have been made of the cumulative effect of the proposed project and two other projects already approved or proposed in the vicinity of the four intersections shown in Table 8, page 98 (Mirawa Center and 814 Stockton) for the Saturday peak hour. Such cumulative development is projected to produce volume-to-capacity ratios ranging from one to three percent higher than for the proposed project alone but the Level of Service would be the same as with the proposed project alone.

#### Regional Freeway Analysis

Analysis of weekday traffic conditions at the regional screenlines has been conducted for both the p.m. peak hour and the two-hour p.m. peak period. A.M. peak traffic conditions at the regional screenlines have the effect of metering the amount of traffic that reaches the downtown from outside the City. This analysis has therefore considered p.m. peak conditions. P.M. conditions are usually most severe on both freeways and streets within San Francisco, whereas a.m. peak conditions are most severe at locations outside the City.

#### IV. Environmental Impacts

Traffic demands at the regional screenlines in 1984 during the p.m. peak hour were found to use between 90% and 100% of the available capacity on the freeways and bridges. Although the eastbound capacity of the Bay Bridge is calculated to be 9,000 vehicles per hour (vph), the 1984 peak hour volume shown in Table 9, page 101, represents the effective eastbound capacity.

Peak hour freeway operating conditions in 1984 were found to be generally in Level of Service "D" to "E" conditions, which would indicate unstable flows in the 35 mph to 45 mph range. Peak-of-the-peak conditions within the peak hour were found to be worse than the hourly conditions because of surges in traffic demand during the peak hour. Conditions during the peak period at the screenlines were found to be similar to those experienced during the peak hour. As shown in Table 9, page 101, demand during the weekday peak hour in the East Bay and Peninsula corridors would be expected to increase about 15% between 1984 and 2000. Peak hour demand in the North Bay corridor would increase by about six percent between 1984 and 2000. The project travel demand of about 40 net new p.m. peak hour outbound vehicle trips is included in the projections as a part of non-C-3 traffic and would represent 0.1% of the total demand in each corridor in the year 2000. Both the East Bay and Peninsula corridors would have excess peak hour demand that would not be met during the peak period.<sup>58</sup> The North Bay corridor would have excess demand in the peak period. Excess auto demand would result in either a spreading of the demand into the hours adjacent to the peak period or in increased transit and ridesharing use should additional transit service (beyond that assumed to occur by the year 2000) or ridesharing incentives be provided.

Operating conditions at the regional screenlines would be at or near capacity in Level of Service "E". Traffic flow conditions would be expected to be very unstable and could experience temporary flow interruptions throughout the peak period. Peak-of-the-peak conditions would be prevalent during the peak hour and might extend into the peak period. The overall two-hour commute period would not be expected to increase substantially in the future. Rather, the occurrence of

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<sup>58</sup>Table IV.E.4, p. IV.E.36, of the Downtown Plan Draft EIR contains a discussion of the implications of excess demand at the regional screenlines.

TABLE 9

## WEEKDAY PM PEAK HOUR OUTBOUND REGIONAL AUTO DEMAND

<u>Regional Auto Corridor</u>	<u>1984</u>		<u>Downtown Plan (2000)</u>
	<u>Capacity<sup>1</sup></u>	<u>Volume<sup>2</sup></u>	<u>Demand</u>
Bay Bridge (I-80)	9,000	8,540	9,790
Golden Gate Bridge (US 101)	7,200	6,740	7,150
US 101 (south of Harney Way)	8,000	7,390	8,400
I-280 (between Alemany Blvd. and San Jose Ave.)	8,000	7,610	8,650

<sup>1</sup> Although the capacity of the Bay Bridge is calculated to be 9,000 vehicles per hour (vph), the 1984 peak-hour demand shown above represents the effective capacity.

<sup>2</sup> The volumes for 1984 for the one-hour and two-hour periods are averages of several days and, thus, values for individual days may be different from the average.

Source: San Francisco Department of City Planning, Office of Environmental Reviews, Draft Environmental Impact Report for the Downtown Plan, EE81.3, March 16, 1984, Table IV.E.3, page IV.E.35.

peak-of-the-peak conditions, now less than one hour, would most likely expand to fill the one-hour peak.

#### 4. Transit

##### Project Transit Demand

The proposed project would increase ridership on Muni, adding about 110 P.M. peak hour person trips on weekdays and 475 midday peak hour person trips on Saturdays. Such increased ridership is already accounted for in theory by projections of cumulative demand related to non-C-3 district travel; the project's peak hour weekday transit demand would be too small to identify as a contribution to load factors due to little peak-hour, peak-direction transit demand.



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Saturday midday peak hour (12:30 - 1:30 p.m.) Muni ridership data is available only for Line 30 (see Table 11, page 103) of lines serving the project site. Saturday service standards are exceeded by existing ridership in both the inbound and outbound directions and Level of Service is "E." The proposed project would generate about 285 Saturday midday peak hour trips on Line 30. Assuming a 50/50 directional split for these trips, the proposed project would increase Saturday peak hour load factors on Line 30 between 15 and 20% and level of service would decline to "F." Other Muni lines serving the area would not be as heavily impacted by the proposed project.

##### Cumulative Transit Demand

The transit agencies serving downtown San Francisco carry approximately 60% of the peak-period employee work travel, as well as about 20% of the peak-period non-work travel. P.M. peak-hour and peak-period loadings on local and regional transit routes were found to be near capacity for some of the routes in 1984 (see Table 12, page 104). The values shown in Table 12 are sums over the peak hour. Within the peak hour, there would be some periods of time when the loading ratios would be higher than those shown for the hour (peak-of-the-peak conditions). Individual transit vehicle loadings vary on a day-to-day basis because of fluctuations in ridership (demand) and because of variations in operating conditions caused by traffic congestion, equipment availability, and/or system breakdowns. Photographic examples of p.m. peak-hour loadings on Muni vehicles are shown in Appendix C, Figure C-1, pages A-48 to A-50.

The 1981/82 transit ridership and loading data used in the Downtown Plan Draft EIR analysis are summations of actual counts of individual transit lines for that period in time. Calculations are made on the basis of observed operating conditions, as opposed to scheduled operations. Muni supplied the data for the Downtown Plan Draft EIR analysis from its ongoing program of ridership checks. (The data supplied and collected for each transit agency are in the supporting documents for the Downtown Plan Draft EIR, on file with the Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco). Muni was involved in the process of verifying the transportation analysis for the

TABLE 10

**WEEKDAY PM PEAK HOUR LEVELS OF SERVICE ON OUTBOUND MUNI LINES**  
(P.M. Peak Hour 4:15 - 5:15 P.M.)

<u>Corridor</u>	<u>Existing Seat Capacity</u>	<u>Existing</u>	
		<u>P/S<sup>1</sup></u>	<u>LOS<sup>2</sup></u>
Northeast	3,500	1.16	D
Northwest	5,100	1.26	E
Southeast	1,800	1.06	E
Southwest			
Coach	4,100	1.19	D
Light Rail Vehicle (LRV)	4,000	1.62	D

<sup>1</sup> Passengers-per-seat: the ratio of the ratio of total demand to seated capacity.

<sup>2</sup> Level of Service (see Appendix C, Table C-8, page A-39). For LRVs, a P/S of 2.0 would be Level of Service "F."

Source: San Francisco Department of City Planning, Office of Environmental Review, Draft Environmental Impact Report for the Downtown Plan, EE 81.3, March 16, 1984, Table IV.E.

TABLE 11

**SATURDAY MIDDAY PEAK HOUR LEVELS OF SERVICE ON MUNI LINE 30**  
(Midday Peak Hour 12:30 - 1:30 PM)

<u>Direction</u>	<u>Existing Seat Capacity</u>	<u>Existing P/S<sup>1</sup></u>	<u>LOS<sup>2</sup></u>	<u>Existing + Project</u>	
				<u>P/S<sup>1</sup></u>	<u>LOS<sup>2</sup></u>
Inbound (south)	6.25	1.34	E	1.57	F
Outbound	7.15	1.45	E	1.65	F

<sup>1</sup> Passengers-per-seat: the ratio of total demand to seated capacity. Muni's service standard for Line 30 (trolley coach) on Saturdays is a P/S of 1.00.

<sup>2</sup> Level of Service (see Appendix C, Table C-8, page A-39).

Source: Ms. Debra King, Planner, San Francisco Municipal Railway, written communication, March 22, 1984; DKS Associates.

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TABLE 12

## OUTBOUND REGIONAL TRANSIT DEMAND AND LEVEL OF SERVICE (Weekday PM Peak Hour 4:15 - 5:15 P.M.)

<u>Agency</u>	<u>1984</u>			<u>Downtown Plan (2000)</u>		
	<u>Demand</u>	<u>P/S</u> <sup>1</sup>	<u>LOS</u> <sup>2</sup>	<u>Demand</u>	<u>P/S</u>	<u>LOS</u>
MUNI						
Northeast	7,100	1.16	D	8,800	1.05	D
Northwest	8,200	1.26	E	10,100	1.25	D
Southwest	13,500	1.45	E	16,600	1.42	E
Southeast	5,300	1.06	D	7,400	1.01	D
BART						
East Bay	16,100	1.53	F	27,900	1.42	E
Peninsula	7,700	1.10	D	10,100	1.06	D
AC Transit	9,100	0.94	C	10,500	1.08	D
GGT Bus	5,300	1.00	C	8,500	0.91	C
GGT Ferry	800	0.57	B	1,500	0.38	A
Tiburon Ferry	200	0.40	A	300	0.60	B
SamTrans	1,900	1.12	D	3,100	1.19	D
CalTrain (SPRR)	3,100	0.61	B	4,900	0.79	C

<sup>1</sup> Passengers per seat: the ratio of total demand to seated capacity.

<sup>2</sup> Level of Service (see Appendix C, Table C-8, page A-39).

Source: San Francisco Department of City Planning, Office of Environmental Review, Draft Environmental Impact Report for the Downtown Plan, EE 81.3, March 16, 1984, Table IV.E.2, page IV.E.29.



Downtown Plan Draft EIR and as a result of that process, approved of the use of Muni data and the projections derived from that data.

The Level of Service concept, similar to that developed for highway operations, has been applied to both bus and rail transit. Passengers per seat (i.e., total passengers divided by the number of seats) has been used as the measure of effectiveness to define the various level of service ranges. Table C-8, Appendix C, page A-40, describes the relationship between the Level of Service and passengers-per-seat (P/S) ratios for bus transit systems.

During the p.m. peak hour in 1984, all of the transit agencies were found to be operating at Level of Service "D" or better, with the exception of BART Transbay where conditions were found to be at Level of Service "F", and Muni in the Northwest and Southwest corridors, where operations were found to be at Level of Service "E". Although BART is a rail transit service, its cars have a unique seating configuration. The ratio of total capacity to seated capacity for a BART car (about 1.5) is equivalent to the ratio for bus transit; thus the bus transit Level of Service scale is applicable to BART. Level of Service "F" ("crush" or "jammed" loadings) on BART is in the range of 1.5 to 1.8 passengers per seat. Because BART operates on a centrally controlled system, the "crush" loadings would not increase passenger loading times (which causes deterioration of service) as would be the case on a bus transit system; rather, the effects of "crush" loadings on BART would be reflected in increased passenger discomfort.

The rail transit Level of Service scale is based on typical light rail transit systems for which total capacity is about 2.0 to 2.2 times seated capacity. The rail transit Level of Service scale would be applicable to Muni Metro, which provides about 50% of its seated capacity to the Southwest corridor. Because Metro vehicles can accommodate higher loadings (a ratio of 2.0 passengers per seat) than buses or trolleys (a 1.5 ratio), the Level of Service would be somewhat better than shown in Table 12, page 104. An exact estimate of Metro loadings is not possible without analysis of the Metro service separate from the remainder of Muni service to the Southwest; such analysis would be beyond the ability of travel demand analysis to predict accurately over time, as discussed in the following paragraphs.

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With regard to the Muni data presented in Table 12, page 104, the Muni routes have been aggregated on a corridor basis and thus include two-directional travel on some routes that serve the Northeast and Southeast corridors. The Muni numbers cannot be added over the corridors to get a total for the system. Neither can capacity be shifted from one corridor to another. For instance, capacity in the Northeast corridor depends, in large part, on capacity that serves the Southeast portion of the City. The 15, 19, 25, 30, 30X, 30AX, 30BX, 32, 41, 42, and 47 lines pass through downtown in two directions. Service on the above lines is interdependent. Thus, increases or decreases in capacity on one of the above lines directly affect service in the opposite direction. Service to the Northeast and Northwest corridors is also interconnected, as lines serving the Northeast must pass through the Northeast corridor, and thus serve both areas. Muni ridership and capacity have been apportioned between both areas.

Passengers-per-seat ratios are only one measure of adequacy of service. The constraints of operating on heavily used streets in and around the downtown cause transit-vehicle bunching, loss of running time and missed schedules, all of which reduce service, reliability, and ultimately, capacity. In some respects, this would not be evident from simple quantitative analysis. In addition to these inefficiencies inherent within the transportation system, there are other factors which would affect overall ridership for which an absolute capacity must be available, as well as transit riders who remain uncounted because their transit trips both start and end beyond the screenlines used in this analysis. Daily fluctuations in fleet availability also affect system capacity.

Further, policy considerations dictate minimum operating conditions on certain lines; minimum headways that have been established to maintain transit access to areas served by those lines are not warranted on the basis of ridership alone. When averaged together, the ridership data from these lines may slightly distort overall ridership conditions.

P.M. peak-period conditions on transit in 1984 were found to be equivalent to or better than peak-hour conditions. In some cases, where demand remains at peak-hour levels during the two hour period, the passengers-per-seat ratios in the two-hour period are higher than in the one-hour period. This anomaly is the result of transit agencies' providing express (or additional) service during the



peak hour, but not during the entire peak period. An example of this type of operation may be seen on BART, where three extra trains operate in transbay service in the peak hour but not in the rest of the peak period. Another factor involved is the distribution of demand (ridership) at uniformly high levels over the peak period.

Both transit demand and capacity have been assumed to increase during the period 1984 to 2000. The discussions of transit capacity increases for the agencies are based on the Five-Year Plans and Capital Improvement Plans of the various transit agencies; they appear in Appendix J of the Downtown Plan Draft EIR, pp. J.25-J.26. This material, which is discussed below and summarized in Table 12, page 104, is incorporated by reference. The future capacities were developed by applying percentage increases, expected in the future, to observed existing capacity. Thus, to the extent that the existing conditions contain inherent capacity reduction for missed runs, the future capacity projections have taken into account the inability of the transit systems to provide 100% of scheduled capacity. As noted above, the Muni analysis calculates capacity on the basis of all runs leaving the C-3 district in the p.m. peak. For all of the transit analyses, only peak-direction vehicles are counted.

Future transit demand and loadings for the Downtown Plan in the year 2000 are shown in Table 12, page 104 for the peak hour. The total demand from the project would represent about 0.1% of the total travel demand on the transit carriers in the year 2000, including C-3 District and non-C-3 District demand. Project demand is theoretically accounted for in projections of the later.

Peak hour transit demand on Muni in the year 2000 would increase about 25% over 1984 levels in the Northeast, Northwest and Southwest corridors. Muni demand in the Southeast corridor would increase about 40% between 1984 and 2000. Peak hour demand on the other systems would increase between 30% and 70% during the period 1984 to 2000.

Peak period increases in demand would be between 15% and 70% from 1984 to 2000. Overall peak period transit travel would be expected to increase about 30% between 1984 and 2000. Peak hour and peak period passenger loadings would be worse than in 1984, although most systems would operate in acceptable conditions



(Level of Service "D" or better). However, BART Transbay and Muni to the Southwest would be in Level of Service "E" during the peak hour and the peak period.

It is important to note that the Five-Year Plan improvements for the transit systems are designed both to provide for future demand increases, and to improve service levels from existing conditions. For new vehicles to expand system capacity rather than represent replacement on a one-to-one basis, operating revenues would similarly need to be increased. During the year 2000 peak hour, Muni service to the Southwest and BART service Transbay would exceed the desirable passengers per seat ratios of 1.25 and 1.30, respectively.<sup>59</sup> Although the transit demand in the two corridors in excess of the desirable loadings would be able to be accommodated under crowded conditions and thus would not be excess demand (that is, not beyond capacity), demand in excess of the desirable loadings would mean that additional transit service over that assumed to occur by 2000 would need to be provided to allow transit operations in the two corridors to meet the goals set by Muni and BART. To meet the goal of 1.25 passengers per seat in the peak hour, Muni would have to increase service by about 14% in the Southwest corridor over the amount of service assumed to occur in 2000. To meet the goal of 1.30 passengers per seat, BART would have to provide a transbay service increase of 14% over the amount of service assumed to occur by 2000.

If transit service were not increased beyond the amounts assumed to occur by the year 2000 in the Downtown Plan DEIR, transit operations (in terms of passenger comfort) would be slightly better than 1984 conditions. Peak hour and peak period passengers-per-seat ratios would be lower than 1984 ratios even though service (in some corridors) is assumed to increase as much as 80% between 1984 and 2000.

If the Downtown Plan's Goals regarding increased transit use were achieved, and the proposals in the Plan regarding transit service improvements were to be fully developed and in place, the impacts on transit agencies would be less than

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<sup>59</sup> San Francisco Municipal Railway, Short-Range Transit Plan 1983-1988, July 1983. Bay Area Rapid Transit District, Short Range Transit Plan for the Five-Year Period July 1983 Through June 1988, August 1983.

described above. If the Goals were achieved, transit agencies would experience greater levels of demand than under this analysis but overall passenger loading would be lower (and within desirable levels) because of increased transit service availability that would come about if the proposals stated in the Plan are developed.

#### 5. Parking Impacts

Currently all public parking in the area is fully occupied on a typical weekday. Little available off-street parking is close to the project site (only 85 spaces on the project block), and most off-street parking in the vicinity is not generally attractive to shoppers due to both distance and the hilly terrain in the project vicinity. On Saturday, on-street parking is 90-100% occupied and public off-street parking within 1/4 mile is about 80% occupied. Impacts on weekday parking deficits are anticipated to be greater than for weekends due to higher levels of occupancy of existing parking on weekdays.

The proposed project's retail space would generate a weekday demand for 11 long-term parking spaces, and 60 short term customer/visitor parking spaces. The project's 60 market-rate residential units would generate an estimated maximum demand for 60 spaces (with a more likely demand ranging from 20 to 40 spaces), and the 70 low-income elderly units would generate an estimated demand for five spaces, (see Appendix C, Table C-9, pages A-41 and A-42). Total maximum weekday demand from all uses would be 136 spaces. In addition, the proposed project would also provide 20 parking spaces to replace school parking that would be removed. Thus, total effective parking demand would be 156 spaces during school hours. The proposed project would provide 110 self-park spaces, resulting in a potential weekday deficit of 46 spaces, 38 more than the deficit estimated to be generated by existing uses on the site (see Table C-9, page A-41).<sup>60</sup>

If the parking spaces on-site were not assigned to individual users and were attendant-operated, the effective supply would increase to about 150 spaces and

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<sup>60</sup> Calculations have been placed on file and are available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco.

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the effective demand would decline to a range of 125 to 140 spaces due to joint use, resulting in a surplus (see Mitigation Measures, page 128).

On Saturdays the proposed project would generate a maximum demand for 241 parking spaces, resulting in a deficit of 131 spaces. Any excess demand on Saturday would have to be accommodated in existing facilities within one-quarter mile of the project. If attendant parking were used, the estimated deficit would range from 45 to 69 spaces, from 13 to 37 spaces more than the existing deficit.

##### 6. Pedestrian Impacts

Pedestrian activity around the site is more intense during the weekend midday peak period than during weekday p.m. peak periods due to the higher level of shopper activity on weekends (see Table 13, page 111 and Appendix C, Table C-11, page A-45). On both weekdays and weekends, during the peak periods, the sidewalks on both sides of Stockton Street operate within the impeded range, with weekend operation at the higher end of the range. Slightly higher volumes occur on the east side of Stockton Street on weekends and on the west side on weekdays. Sidewalks on Jackson Street west of Stockton Street operate in the unimpeded range on weekdays and in the lower end of the impeded range on weekends.

Sidewalk widths are restricted by utility poles, signs and sidewalk vending, resulting in an effective width of eight feet on both streets, about 73% of the full 11-foot width on Stockton Street and 80% of the full ten-foot width on Jackson Street.

There are currently about 590 pedestrians per peak 15 minutes on the Stockton Street frontage and 290 pedestrians per peak 15 minutes on the Jackson Street frontage during the Saturday peak hour, when pedestrian volumes are the highest (see Appendix C, Table C-11, page A-45).



TABLE 13  
PEAK PEDESTRIAN VOLUMES AND FLOW REGIMES  
(PROJECT SIDE OF STREET)

	EXISTING		EXISTING + PROJECT	
	<u>Pedestrian/ Foot/Minute (p/f/m)</u>	<u>Flow Regime<sup>1</sup></u>	<u>p/f/m</u>	<u>Flow Regime</u>
WEEKDAY P.M. PEAK <sup>2</sup>				
Jackson Street	1.1	Unimpeded	1.7	Unimpeded
Stockton Street	4.3	Impeded	6.4	Constrained
SATURDAY MIDDAY PEAK <sup>2</sup>				
Jackson Street	2.4	Impeded	3.8	Impeded
Stockton Street	4.9	Impeded	7.9	Constrained

<sup>1</sup> See Appendix C, Table C-12, page A-47, for description of pedestrian flow regime.

<sup>2</sup> Peak 15-minute periods.

Source: DKS Associates

The proposed project would add slightly over 320 weekday peak 15-minute period pedestrian trips and about 470 weekend peak 15-minute period pedestrian trips to the sidewalks fronting the project. During the peak 15-minute period, weekday peak flows would increase by about 50% on Jackson and Stockton Streets, from 1.1 pedestrians per foot per minute (p/f/m) to 1.7 p/f/m (an increase of about 65

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trips) on Jackson Street, and from 4.3 p/f/m to 6.4 p/f/m (an increase of about 250 trips) on Stockton Street. The Jackson Street sidewalk would continue to function in unimpeded conditions and the Stockton Street sidewalk would decline from impeded to constrained conditions. On Saturday peak 15-minute flows would increase by 60%, from 2.4 p/f/m to 3.8 p/f/m (an increase of about 150 trips) on Jackson Street, and from 4.9 p/f/m to 7.9 p/f/m (an increase of about 315 trips) on Stockton Street. The Jackson Street sidewalk would continue to function in the impeded range while Stockton Street sidewalk operations would decline from impeded to constrained conditions (see Appendix C, Table C-12, page A-46 for definition of pedestrian flow regimes).

Pedestrian travel along the Stockton Street sidewalk is currently impeded by persons waiting at the bus stop, by persons stopping to look at shop windows and by display of merchandise on the sidewalk. The proposed project would provide six entrances and internal spaces for pedestrian flows and display of goods, including through access from Jackson to Stockton Streets (see Mitigation Measures, page 128). As a result, sidewalk operations may actually function at higher levels than indicated, following project construction.

Given the relatively low pedestrian volumes and lack of congestion on the Jackson Street sidewalk fronting the proposed project, vehicular crossings to and from the parking garage and loading dock would not be expected to cause a noticeable effect on pedestrian flows on the Jackson Street sidewalk.

#### 7. Service Vehicle Impacts

The proposed project would generate a potential demand for up to five spaces for truck loading and service vehicles.<sup>61</sup> The proposed project would provide one off-street loading dock on Jackson Street for large vehicles and five spaces for

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<sup>61</sup> Off-street loading and service vehicle demand estimated on the basis of factors contained in Department of City Planning, The Downtown Plan, Proposal for Citizen Review, Table 23, page 136, on the assumption that the residential portion of the project generates demand for one off-street loading space. In actuality, demand is probably for four spaces. The elderly housing service vehicle demand is assumed to be accommodated in front of the housing on Trenton Street.

service vehicles and vans in the parking garage's first level adjacent to the lower level retail space, thereby accommodating the entire demand generated by the project.<sup>62</sup> There would be direct access from the loading dock and service vehicle spaces to a service elevator serving the entire Stockton Street Building. Trucks using the dock would have to back into the dock from Jackson Street or back out onto the street, potentially causing temporary traffic stoppages on Jackson Street. If any excess service vehicle demand were to occur during peak periods, use would have to be made of the five on-street truck loading zones currently fronting the project site. Loading zone congestion is likely to continue since on-street loading zones are frequently used illegally by non-commercial vehicles or for illegal amounts of time by commercial vehicles.

The proposed project's retail and restaurant space would generate approximately 75 daily stops at the project site by service and delivery trucks, of which about 15 would be large trucks, requiring use of the loading dock. On the average, about eight trucks would stop hourly, with ten stops during the peak hour, of which two stops would be made by large trucks. Thus, there would be an estimated

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<sup>62</sup> Demand for large vehicles (vans over eight feet in height, single unit trucks and semi-trailers) is estimated at 20% of total demand (DKS Associates, Field Survey, Embarcadero Center 2 and 3, June 3, 1981, undertaken for 333 California Street FEIR, EE 81.249 certified June 10, 1982). This survey included both off-street and on-street truck stops and is considered to provide a reasonably accurate, if somewhat overstated, estimate of the share of service and delivery vehicles consisting of large trucks (exceeding eight feet in height) which would be attracted to the project site. Embarcadero Center contains a substantial amount of retail space, as well as office space. At Embarcadero Center, only 21% of total truck visits were by large trucks. Generally, office space generates a greater demand for large trucks and retail space a greater demand for small trucks and vans. This is indicated by a second survey conducted of the composition of service and delivery truck visits to 1275 Market Street (State Compensation Insurance Building), an office building where 47% of the trucks using the off-street loading dock itself were large trucks. (Survey by DKS Associates, August 3, 1981). Office buildings typically generate more stops by large trucks than retail uses which are often served by smaller delivery types of vehicles. (Philip A. Habib, Practices in Urban Freight, May 30, 1983.) This is reflected in the proposed Downtown Plan which requires one space per 10,000 gross square feet of office space and .21 spaces per 10,000 gross square feet of retail space (see the Downtown Plan, Table 23, page 136). Large trucks make more frequent use of loading docks than smaller vehicles for which such loading docks are generally not designed (e.g., dock heights above grade level). It is likely that on-street stops were made by smaller vehicles stopping at 1275 Market.



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20 service and delivery vehicle movements to and from the site in the peak hour, with four of such movements occurring at the loading dock and the remainder entering and exiting the garage. Impacts on traffic on Jackson Street would occur primarily when large trucks were backing into the loading dock, which would generally occur somewhat less than two times each hour. Movements of service vehicles into and out of the garage would be indistinguishable from the flow of other vehicles into and out of the parking garage. Total average hourly vehicle movements into and out of the garage are estimated at about 50 vehicles per hour on weekdays, with an estimated peak movement of 75 vehicles in one hour. Service and delivery vehicles would constitute about 27% of the total. On Saturdays, assuming service and delivery trips as on weekdays, there would be an estimated 65 vehicle movements per hour on the average and peak movements of 100 vehicles per hour, with service and delivery vehicles constituting about 15%<sup>63</sup>.

#### G. AIR QUALITY

##### 1. Construction Air Quality

Construction activities would generate air pollutant emissions through construction vehicle exhaust and wind-blown dust. Vehicle exhaust emissions would be sporadic in nature and would be small compared to exhausts from vehicles on adjacent streets. Construction dust would vary daily, depending on the types of activity and weather conditions. Dustfall upon interior and exterior surfaces in the vicinity of the site would be increased during the 18-month construction period. This impact would be greatest in areas east of the site, where sensitive receptors consist of residents of upper story dwelling units, because the prevailing wind direction is from the west. Available emission factors for construction sites are not applicable to a downtown San Francisco construction site, as they were developed for suburban desert sites which have different soil conditions and construction methods. Generation of wind-blown dust would be greatest during the one-month demolition phase of construction. Dust would be

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<sup>63</sup> Calculations have been placed on file and are available for public review at the Department of City Planning, the Office of Environmental Review, 450 McAllister Street, 5th Floor, San Francisco.

generated both during dismantling of existing buildings and during loading of rubble onto trucks.

During the two-month excavation and shoring period of construction, wind-blown dust would be generated by exposed soil surfaces. Because of a high water table and sandy soils, the potential for wind-blown dust from this phase of construction is generally low except when excavated materials are allowed to dry. Mud carried out from the site by vehicles onto city streets would also eventually dry, be pulverized by vehicles and become airborne.

During the 15-month construction of the foundation and buildings, sources of wind-blown dust would include loose building materials, debris and exposed soil surfaces.

## 2. Regional Air Quality

Upon completion, the project would affect air quality in two ways: emissions would be generated by project-related traffic and by combustion of natural gas for space and water heating. Transportation sources would account for over 95% of project-related emissions.

Direct atmospheric emissions from the operation of the proposed project would result from the combustion of natural gas on-site for water and space heating. Natural gas is a relatively clean-burning fuel; therefore, no visible plume would occur. Exhaust gases would be emitted at rooftop level and would be diluted to concentrations well below the ambient air quality standards before reaching ground level. Projected daily emissions of pollutants in 1990 from project-generated traffic, and from cumulative development traffic, projected for the C-3 District by the Downtown Plan Draft EIR, and total emissions projected for the entire Bay Area by the 1982 Bay Area Quality Plan are shown in Table 14, page 116. Motor vehicle trips associated with downtown development would emit more nitrogen oxides (NOx) than hydrocarbons (HC), both of which are chemical precursors of ozone, while emissions from the building's natural gas combustion would consist primarily of NOx.

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TABLE 14  
PROJECTED DAILY POLLUTANT EMISSIONS

<u>Pollutant</u>	<u>Project 1990</u>	<u>Downtown Plan<sup>2</sup></u>		<u>Bay Area<sup>3</sup></u>	
		<u>1990</u>	<u>2000</u>	<u>1990</u>	<u>2000</u>
Carbon Monoxide	0.25	6.8	6.8	1,952	1,883
Hydrocarbons	0.015	0.6	6.8	428	428
Nitrogen Oxides	0.015	0.8	0.8	558	610

NOTE: Sulphur Oxides (SO) and particulates (TSP) have been omitted from this table because automobiles, the only significant generators of pollutants associated with the project, are not significant emitters of SO or TSP.

<sup>1</sup> Project and Downtown Plan emissions calculated using Bay Area Air Quality Management District (BAAQMD), EMFAC6C vehicular emission factors.

<sup>2</sup> Incremental emissions of C-3 District development, per Downtown Plan Draft EIR, Table IV.I.2 page IV.I.12.

<sup>3</sup> Cumulative total emission of Bay Area development, per the Association of Bay Area Governments (ABAG), BAAQMD, and the Metropolitan Transportation Commission, 1982 Bay Area Quality Plan.

Source: Donald Ballanti, Certified Consulting Meteorologist.

On the basis of the Livermore Regional Air Quality Model (LIBRAQ) ozone simulations conducted for the 1982 Bay Area Air Quality Plan, NOx emission in excess of HC emissions could lead to a slight decrease in peak ozone concentrations in the Bay Area. This relationship between NOx and HC emissions would hold both under the cumulative list scenario and the Downtown Plan scenario shown in Table 14. Thus, emissions of HC and NOx generated by the project and by cumulative development would not increase the Bay Area ozone concentrations that would otherwise occur.

NOx emissions would decrease in San Francisco by about 2% from 1984-2000 but would increase in the Bay Area by about 5% from 1984-2000. It is possible that



the Bay Area cumulative emissions could increase ozone and/or nitrogenous oxidant concentrations further downwind, outside the Bay Area. In addition, incremental NOx emissions generated by the project and by cumulative development throughout the Bay Area could increase acid rain further downwind, outside the Bay Area, to a relatively small extent due to the magnitude of the increase and to dilution over time and distance.

CO concentrations are predicted to be less in 1990 and subsequent years than in 1984. In 1990, traffic volumes in the downtown area would increase by about 8%, area-wide, over 1984 volumes. However, in 1990, the average vehicle is expected to emit 32% less CO than in 1984 due to ongoing state and federal emissions controls. The projected effects of state and federal emission controls on new vehicles (and the retirement of older, more polluting vehicles) would more than offset the increases in traffic volumes and traffic congestion.

The proposed project would be consistent with the growth projections and the specific transportation control measures contained in the Bay Area Air Quality Plan. Therefore, the project would be consistent with that plan.

### 3. Cumulative Local Air Quality

Curbside CO concentrations at selected intersections affected by project-generated traffic, and by cumulative development traffic (based on the Downtown Draft EIR growth projections, were projected for worst-case conditions (poor dispersion meteorology), and are compared with the ambient standards in Table 15, page 118. These concentrations are also compared in the table to concentrations projected for C-3 District development by the Downtown Plan Draft EIR. The results indicate that no violations of the state and federal one- or eight-hour average CO standards currently occur at any of the four intersections under worst-case meteorological conditions. No excesses of the applicable CO standards are projected for 1990 or 2000 at any of the four locations analyzed under any scenario.

Emissions of TSP generated by cumulative development would increase TSP concentrations, which could increase the frequency of TSP standard violations in San Francisco, with concomitant health effects and reduced visibility.

TABLE 15

**PROJECTED WORST-CASE CURBSIDE CARBON MONOXIDE CONCENTRATIONS  
AT SELECTED INTERSECTIONS**

<u>Intersection</u>	<u>Averaging Time</u>	<u>1984</u>	Concentrations (ppm) <sup>1</sup>	
			<u>Downtown Plan<sup>3</sup></u>	
			<u>1990</u>	<u>2000</u>
Stockton/Jackson	1-hour	9.9	7.6	7.1
	8-hour	8.3	6.2	5.6
Stockton/Washington	1-hour	9.9	7.7	7.2
	8-hour	8.2	6.2	5.6
Grant/Washington	1-hour	8.7	6.8	6.4
	8-hour	7.0	5.3	4.9
Grant/Stockton	1-hour	8.7	6.8	6.4
	8-hour	7.0	5.3	4.9

<sup>1</sup> Calculations for all four scenarios were made for worst-case (poor dispersion) meteorology, using the modified linear rollback method approved by the BAAQMD on August 21, 1984. Background concentrations were calculated to be 7.4 ppm for one hour and 5.7 ppm for eight hours in 1984, 6.0 ppm for one hour and 4.5 ppm for eight hours in 1990 and 5.7 ppm for one hour and 4.1 ppm for eight hours in 2000 although the eight-hour average CO standard would be equalled based on cumulative list projections. No excesses of ambient standards are projected to occur in 1990 or 2000, although the eight-hour average CO standard would be equalled based on cumulative list projections. The one-hour state standard is 20 ppm, the one-hour federal standard is 35 ppm, and the eight-hour state and federal standard is 9 ppm.

<sup>2</sup> Based on list of projected Cumulative Office Development in Downtown San Francisco as of March 10, 1984, Table C-1, page A-35.

<sup>3</sup> Based on growth projection methodology contained in Downtown Plan Draft EIR, Table IV.I.3, page IV.I.16.

Source: Environmental Impact Planning Corporation.

The project, and other downtown development projected in the Downtown Plan, would not directly conflict with the pollution reduction strategies recommended by the 1982 Bay Area Air Quality Plan. These strategies consist primarily of HC and CO emission controls on stationary sources and motor vehicles, and transportation improvements, and are aimed at attaining the federal ozone and CO standards. In addition, emissions associated with the project and with other downtown development are not projected by this EIR or by the Downtown Plan Draft EIR to increase ozone concentrations or to result in violations of CO standards, and thus would not indirectly conflict with the objectives of the 1982 Bay Area Air Quality Plan.

Alternative 1 to the Downtown Plan (covered in the Downtown Plan Draft EIR) would generate about 38% more emissions in 2000 (from development between 1990 and 2000) than would the Downtown Plan. Alternative 4 would generate about 7% less emission than would the Downtown Plan. Emission generated by Alternative 2, 3 and 5 would fall within this range. The types of air quality impacts under these alternatives would be the same as those under the Downtown Plan; their magnitudes would vary in proportion to their differences in emissions.

The pollutant emissions and CO concentrations shown in Table 14 and 15, pages 116 and 118, were projected for 1990 on the basis of future growth assumptions, based upon the employment growth trend approach of the Downtown Plan EIR and those projections are presented.

#### **H. NOISE**

The noise environment of the proposed project site is dominated by vehicular traffic noise which is typical of downtown San Francisco. Based on noise measurements taken around the project site,<sup>64</sup> the day/night average noise level

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<sup>64</sup> Charles M. Salter & Associates, Inc., letter to John M. Sanger Associates, Inc., September 9, 1983, with noise measurements attached, a copy of which is on file and available for public review at the Department of City Planning, 450 McAllister Street, Fifth Floor, San Francisco.



#### IV. Environmental Impacts

(Ldn)<sup>65</sup> ranges from about 65 dBA<sup>66</sup> on Jackson to 70 dBA on Washington and 72 dBA on Stockton, with lower levels on interior portions of the site facing Trenton Street and James Alley. These sound levels are typical of those found in downtown San Francisco and heavily traveled areas in the vicinity.

Construction of the proposed project would take place over approximately 18 months and would encompass four phases: demolition, excavation and shoring, foundations and garage, and building.

Throughout the demolition, excavation and construction phases, there would be numerous occurrences when noise levels of 65 to 80 dBA inside nearby buildings would interfere with speech and phone conversations. Office, retail and medical workers, patients and residents would be expected to be annoyed and distracted. This is of primary concern with respect to the Chinese Hospital Medical Office Building, located across James Alley from the project site, the Chinese Hospital itself, the Commodore Stockton School Annex located across Trenton Street, the Gum Moon Residence Hall adjacent to the site on Washington Street and the Medical-Dental Building located across Jackson Street from the project site.

Demolition would occur over a one-month period. Primary demolition equipment would include a 25-ton truck crane, a 977 loader and dump trucks. The 25-ton crane would be used to start demolition of the buildings from the top down to foundation demolition. Debris would be loaded directly into trucks and hauled off the site. It is anticipated that jackhammers would also be necessary during this phase. The jackhammers would generate a noise level of about 88 dBA at 50 feet outside any buildings. Front-end loaders and trucks emit levels of 75 to 85 dBA at a distance of 50 feet outside any buildings. If used, a wrecking ball could result in noticeable vibration in nearby buildings including the Chinese Hospital Medical Office Building (12 feet away), the Gum Moon Residence Hall

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<sup>65</sup> Ldn, the day-night average noise level, is a noise measurement based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises (noise between 10:00 p.m. and 7:00 a.m. is weighted higher than daytime noise).

<sup>66</sup> dBA is the measure of sound in units of decibels (dB). The "A" denotes the A-weighted scale which simulates the response "X" of the human ear to various frequencies of sound.

(adjacent to the proposed project), the Chinese Methodist Church (25 feet away), the Commodore Stockton School Annex (38 feet away) and the various buildings across Jackson and Stockton Streets from the site. The vibration would only be expected when the wrecking ball strikes substantial structural elements in the buildings to be demolished. Since the buildings are of unreinforced brick construction, this would not be frequent if a wrecking ball were used at all. During excavation, noise levels generated by the earth-moving equipment would be 75 to 85 dBA at 50 feet.

During the construction of the foundations and garage, the noisiest activity would be generated by concrete pumpers. The concrete pumpers generate a noise level of about 85 dBA at 50 feet. During building erection, the noisiest single activity would be the use of impact wrenches to fasten shear connectors and metal decking to the steel frame. The noise level of this activity reaches about 95 dBA at 50 feet. Other construction activity during this phase would range in noise emission from 60 to 80 dBA measured at a distance of 50 feet.

During demolition and excavation there would be an average of eight haul truck trips per day, with a daily peak of 12 trips per day. During construction the peak rate for delivery trucks would be 12 per day, and would occur during the first five or six months of construction.<sup>67</sup> The noise levels generated by construction vehicles are consistent with peak levels of existing truck traffic on Stockton, Jackson and Washington Streets. Due to the level of noise generated by existing truck traffic, the noise generated by construction vehicles from the proposed project would not noticeably or measurably affect the noise environment.<sup>68</sup>

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<sup>67</sup> William B. Sullivan, S.J. Amoroso Construction Co., Inc., letter communication, December 2, 1983.

<sup>68</sup> Richard Rodkin, Acoustical Engineer, Charles M. Salter Associates Inc., letter communication, July 13, 1984.

#### IV. Environmental Impacts

##### I. ENERGY

Pacific Gas & Electric Company (PG&E) would provide electricity and natural gas to the proposed project through its existing distribution system. After completion, the project would have an estimated annual energy consumption of about 88,800 Btu<sup>69</sup> per square foot and would meet the performance standards of Title 24 of the California Administrative Code, which could permit consumption of a maximum of 89,060 Btu per square foot annually for the powered areas.<sup>70</sup> Average daily energy demand would be about 266 Btu per square foot. Connected kilowatt load would be 1,194 kilowatts.

Table 16 (page 126) shows annual project energy consumption. Project operation would consume (at point-of-use) about 2.24 million kilowatt-hours (kWh) of electrical energy per year, for lighting, power, ventilation and cooling. Monthly electrical use would range from approximately 185,100 kWh from October to April to about 188,300 kWh from April to September. Average monthly electricity consumption would reach 0.187 million kWh or about 1.29 kWh per square foot per month. Figure 27 (page 123) illustrates peak daily and annual electrical consumption distributions. Peak electricity consumption would occur on August days between 6 p.m. and 9 p.m., and would not coincide with PG&E's system-wide peak demand period on August afternoons. The project would consume (at point-of-use) about 8.83 million cubic feet of natural gas per year (or an average 24,200 cubic feet per day) for space and water heating (see Table 16). Figure 27 (page 123) shows peak daily and annual natural gas consumption distributions. Peak natural gas consumption would occur on January mornings, and would not coincide with PG&E's system-wide peak demand period on January evenings.

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<sup>69</sup> Btu (British Thermal Unit) is a standard for measuring heat. Technically it is the quantity of heat required to raise the temperature of one pound of water 1 degree Fahrenheit at sea level.

<sup>70</sup> Marion, Cerbatos & Tomasi, Consulting Engineers, July 26, 1984, Interoffice Memorandum, 1019-1055 Stockton Street - EIR. Calculations have been placed on file and are available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, 5th Floor, San Francisco. State energy efficiency standards are described in Energy Resources Conservation and Development Commission, February 1980, Conservation Division Regulations Establishing Energy Conservation Standards for New Residential Buildings and New Nonresidential Buildings.



#### IV. Environmental Impacts

**TABLE 16**  
**PROJECTED ANNUAL PROJECT ENERGY CONSUMPTION**

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<u>Building Operation</u>	<u>Units of Energy</u>	<u>Btu at Source</u> <sup>1</sup>
Electricity	2.24 million Kwh	22.94 billion
Natural Gas	8.83 million cubic feet	9.72 billion
<u>Transportation</u> <sup>2</sup>		
Gasoline	175,000 gallons	24.5 billion

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<sup>1</sup> 1 kWh = 10,239 at-source Btu, 1 cu.ft. = 1,100 at-source Btu;  
1 gallon = 140,000 at-source Btu.

<sup>2</sup> For vehicle trips generated by the project

Source: Marion, Cerbatos & Tomasi, Mechanical Engineers.

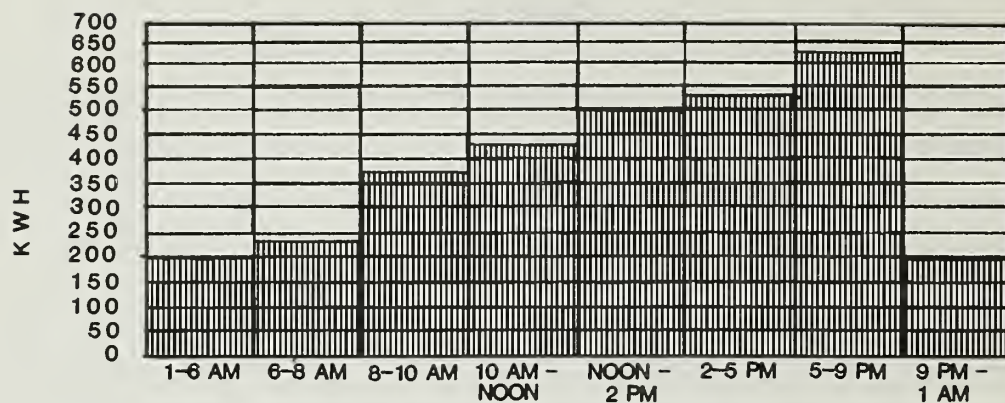
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Existing energy use by the buildings on the site is estimated to be about 0.8 million kWh of electricity per year, and about 2.1 million cubic feet of natural gas per year. The project would increase electricity consumption on the site by about 1.44 million kWh per year and increase natural gas consumption by about 6.73 million cubic feet per year (the equivalent of 158,200 barrels of oil).

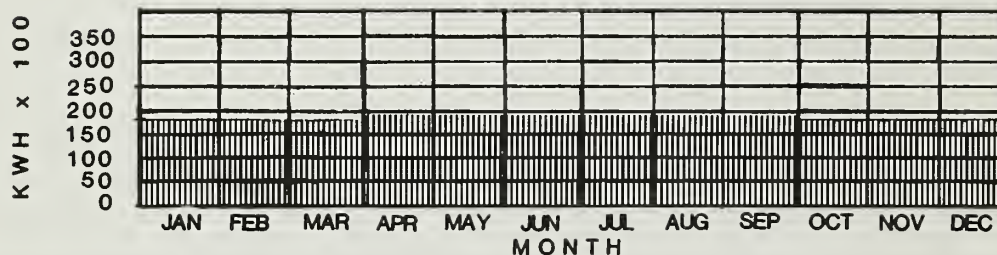
#### **J. GROWTH INDUCEMENT**

The project would involve 67,900 square feet of net new retail and community service space and a net addition of 60 housing units. The project is proposed as a response to a perceived demand for retail space and housing in Chinatown and to a need for low-income elderly housing in Chinatown. The demand for retail space and housing would exist whether or not the proposed project is built.

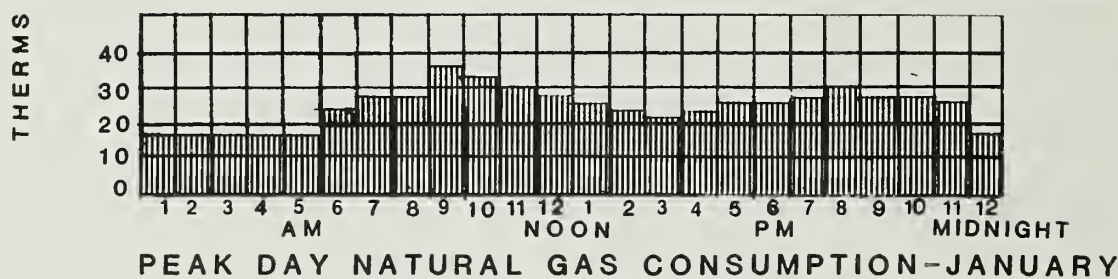
The demand for retail space reflects the growth in the local, as well as national, economy especially growth in the demand for retail goods and services



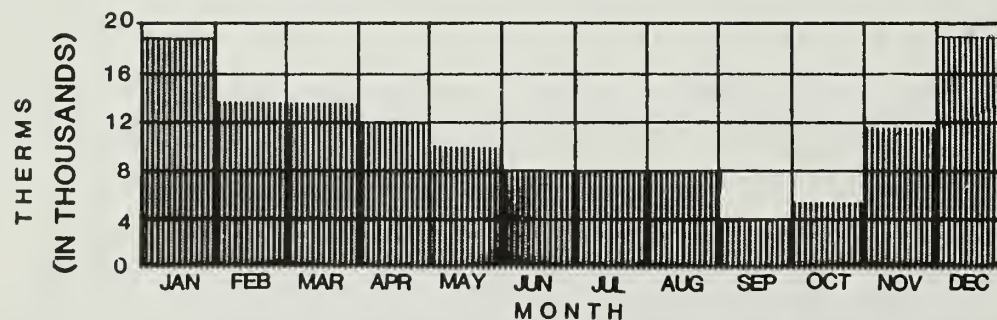
PEAK DAY ELECTRICAL CONSUMPTION (TYPICAL)-TOTAL



AVERAGE MONTHLY ELECTRICAL CONSUMPTION



PEAK DAY NATURAL GAS CONSUMPTION-JANUARY



NATURAL GAS CONSUMPTION, ANNUAL LOAD DISTRIBUTION

**Figure 27 Energy Distribution Curves**

**Source:** Marion, Cerbatos and Tomasi

from residents of Chinatown, San Francisco and the Bay Area and from tourists, all of whom are attracted to the specialized nature of retail goods and services typically offered by Chinatown merchants.

The demand for housing reflects the attraction of San Francisco as a place of residence. The project sponsor believes that there is a special market for housing in Chinatown, deriving from older Chinese-American couples and single individuals in San Francisco who wish to move from large houses once their children have left home, from Chinatown merchants and business owners, and from new Asian immigrants of above-average income. At present, Mandarin Towers, located within one block of the project site, is the only housing specifically responsive to this demand.

Redevelopment of the project site to a higher intensity of uses, along with intensification of development on other sites for which development has been approved or proposed (see Figure 12, page 35) is a result of increasing demand for such commercial and residential space in Chinatown. In economic terms, intensification of "highest and best use" is for development different from or more intensive than the present use. "Highest and best use" is defined as that land use and land use intensity which will bring the highest price or rent given current market conditions. The "highest and best use" is one that optimizes the allowable floor area, density and height permitted and physically feasible on the site, provided there is a market for the amount and type of space created.

It is possible that successful redevelopment of the project site and marketing of the project's retail space and housing units could encourage redevelopment of other sites for higher intensity development in Chinatown, including both more intensive retail and other commercial uses, as well as additional housing. The following factors, in addition to market conditions, would determine the extent to which such intensification would occur: size and ownership of sites, availability of sites for purchase or the interest of owners in development, the nature and intensity of existing land uses, the physical condition of existing buildings, and land use regulations applicable at the time.

With regard to land use regulations, the Department of City Planning is currently conducting the Chinatown Planning and Rezoning Study with a view to changes in



#### IV. Environmental Impacts

land use regulations applicable in Chinatown; in addition, the Downtown Plan proposes zoning changes which would reduce existing higher intensity (C-3) zoning in Chinatown and the availability of higher permitted FARs in portions of the C-2 zoning district near the C-3 district boundary. Reductions in height limits, especially where the current limit is 160 feet, are also being considered. Such changes would reduce the allowable intensity of development in Chinatown; there would be corresponding reductions in the ability and incentives to achieve higher intensity development.

It appears from previous projects that existing zoning has been a major factor in the location and nature of new development. Since 1970 only three projects have been approved in Chinatown within the C-2 zoning district, all within the past three years. Two involve development of sites previously used for surface parking (Mirawa Center and Golden Coin), and one involves the redevelopment of a site previously occupied by a four-story theater building (World Theater). Four other projects have been approved and are located within the C-3-G zoning district. Two of these were projects built before 1980 by the San Francisco Redevelopment Agency; one of the other two projects was approved for housing and one for office and retail space. One proposed project, other than the proposed project described in this EIR, is currently under formal review, and is located in the C-3-G zoning district.

Another factor influencing new development is the size of parcels. With the exception of the projects of the San Francisco Redevelopment Agency, none of the projects built, approved or proposed has occupied a site as large as that of the proposed project. Generally there are few sites in Chinatown in excess of 10,000 square feet in size under unified ownership, except those in public or institutional ownership, such as schools, hospitals and churches (see Figure 10, page 30). Intensification of development could be limited by the small size of parcels and difficulty in assembling parcels. The extent of future intensification of development will depend in part on the willingness of owners to sell their parcels to other owners or developers seeking to assemble larger sites. Within the Washington-Broadway Special Use District No. 1, the absence of parking requirements for developments on sites of less than 20,000 square feet makes higher intensity development on these smaller sites less difficult but site size remains a constraint on the achievable intensity of development.

Most buildings in Chinatown are of masonry construction and are susceptible to failure in a major earthquake.<sup>71</sup> As a result rehabilitation is constrained by the requirement for structural improvements to current seismic standards. This fact could produce an incentive to demolish and redevelop to existing or higher intensities of development in response to demand for modernized commercial space or dwelling units.

Most existing buildings in Chinatown have retail uses on at least the ground floor, with some basement and second floor retail uses, in response to the demand for retail space. The upper stories of many buildings consist of housing units primarily occupied by persons of low income, most of whom are elderly.<sup>72</sup> In the context of increasing demand for retail space, other commercial uses and housing for higher income persons, low-income elderly occupancies are not likely to remain the "highest and best use" as defined above. This fact is likely to continue pressure for conversion and rehabilitation of existing buildings for commercial use or redevelopment for higher intensities of use.

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71 Comprehensive Plan of the City and County of San Francisco, Community Safety Element.

72 Department of City Planning, "Environmental Setting of Chinatown: History, People, Land Use Regulations, Development Trends", Issue Paper #1, for discussion at Community Forums on Chinatown Planning and Rezoning Study, February, 1984, pages 6-8.

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## V. MITIGATION MEASURES WHICH WOULD MINIMIZE THE POTENTIAL IMPACTS OF THE PROJECT

In the course of project planning, design and environmental review, measures have been identified that would reduce or eliminate potential environmental impacts of the proposed project. These are described below. Measures incorporated into the project during the Initial Study and additional measures adopted by the project sponsor subsequent to the Initial Study are listed under Measures Proposed to Be Included in the Project. Measures rejected or still under consideration by the project sponsor for possible inclusion in the project are listed under Measures Not Proposed to Be Included in the Project or Measures Under Consideration. Any or all of the Measures Not Proposed to Be Included in the Project could be required by the City Planning Commission to be included in the project as conditions of approval. Measures outside the authority of the project sponsor are listed as Measures Under the Jurisdiction of Other Agencies.

### LAND USE/GROWTH INDUCEMENT

#### Measures Proposed to Be Included in the Project

- The proposed project would include reservation of space on the fourth floor of the Stockton Street building for community services including space for Self Help for the Elderly, the Chinatown Historical Society (including its museum), and for various service businesses catering to neighborhood residents (such as shoe repair, barbers and beauty shops), and creation of a market for meat, fish, produce and other foodstuffs in individual stalls, to mitigate the potential displacement by cumulative development of types of neighborhood-serving businesses and service organizations which cannot afford current or future rents in Chinatown.

### VISUAL QUALITY AND URBAN DESIGN

#### Measures Proposed to Be Included in the Project

- The proposed project would include a number of design features intended to minimize the perceived impacts of increased scale due to the height and bulk of the building and to enhance visual interest, including:

## V. Mitigation Measures

- a. A setback of the Stockton Street facade above the third floor to differentiate between commercial and residential uses, provide greater continuity with the rooflines of adjacent lower buildings and reduce the perceived height and bulk of the proposed project as viewed from and along Stockton Street.
- b. Setbacks and cutouts in the facade of the Stockton Street Building and use of color to reduce the perceived bulk of the structure by avoiding a single plane facade and to increase the visual interest of the building.
- c. Horizontal and vertical elements dividing the building into three sections to reduce the perceived bulk of the building while maintaining as much as possible of the linearity of existing development at street level.
- d. Division of the ground floor frontage into individual spaces, as much as possible like existing storefronts, with opportunities to see into the building through entries and windows.
- e. Use of tile as a facing material to harmonize with nearby masonry buildings.

### Measures Not Proposed to be Included in the Project

- The height and/or bulk of the Stockton Street Building could be reduced by eliminating floors, division of the upper floors into separate towers or substantially greater setbacks of the upper floors from Stockton and/or Jackson Streets. Such measures have been rejected by the project sponsor because the reduction in the amount of retail space or market rate housing would make it economically infeasible to include the low-income elderly housing portion of the project and the space reserved for community service organizations and would reduce the amount of new housing.

SHADOWS AND WIND

Measures Proposed to Be Included in the Project

- Windscreen features, including walls and landscaping, would be incorporated into the design of residential open spaces as necessary to mitigate wind acceleration impacts from the Trenton Street Building.

POPULATION AND EMPLOYMENT

Measures Proposed to be Included in the Project

- The project would include construction of 70 units of permanent low-income elderly housing which would provide permanent relocation for all elderly residents of the site who qualify for and desire such housing to be constructed partially on land donated by the project sponsor and partially on land leased from the San Francisco Unified School District at the sponsor's expense with construction costs contributed both by the project sponsor and by the U.S. Department of Housing and Urban Development (Section 202 loan).
- The project sponsor would provide financial and management assistance to Self-Help for the Elderly, with whom it has contracted for management of the existing buildings and for assessment of tenant needs, in providing for both temporary relocation of elderly tenants and permanent relocation of non-elderly tenants or elderly tenants not choosing to relocate on-site in Chinatown if possible, and the project sponsor would not proceed with the project until existing tenants had been adequately relocated into temporary or permanent housing as appropriate.
- The project would include a lower level "market hall" intended to be especially suitable for existing businesses and similar businesses providing convenience goods and services to nearby residents and the project sponsor would offer existing business tenants the opportunity to relocate into the proposed project's retail space.



## V. Mitigation Measures

### Measures Under Consideration

- For existing non-elderly tenants who cannot afford market-rate housing, the project sponsor is evaluating the feasibility of a number of relocation alternatives, including the following: (1) obtaining replacement housing equivalent to that currently on the site at equivalent rents within or near Chinatown which is vacant or not in permanent residential use, which will be vacated by those to occupy the elderly housing in the proposed project or which may become vacant due to normal turnover; (2) causing the rehabilitation or conversion of residential hotel rooms or substandard units for family tenants including contributions to other projects which would provide such housing; (3) utilization of mortgage revenue bonds issued by the City for the 60 non-elderly units in the proposed project with reservation of 20% of such units for low and moderate income families to be displaced by the project; (4) subsidization of housing units available in the market for a reasonable period of time to make such units affordable based on rent-income ratios adopted for the Section 8 program of the U.S. Department of Housing and Urban Development; and (5) assisting tenants who qualify in obtaining units offered by the San Francisco Housing authority in its projects or through its Section 8 program.

### Measures Not Proposed to Be Included in the Project

- The project sponsor had originally intended a phased development plan for the project in which the Trenton Street Building would be constructed prior to demolition of the existing buildings on the project site. This would remove the need for temporary relocation of those existing residents who would qualify for relocation into the Trenton Street Building. This measure has subsequently been rejected due to increased impacts on transportation which would result from a lengthened construction phase and greater construction difficulties, as well as additional construction noise and air quality impacts on adjacent uses and existing residents and substantially greater construction costs.

- New replacement units could be constructed in or near Chinatown to accommodate displaced family tenants (approximately 44 households). The project sponsor does not believe this is feasible due to lack of vacant land and/or high costs and has rejected this mitigation measure due to the fact that he is

proposing to replace existing units on a one-for-one basis with permanent low-income elderly housing and would not find it reasonable or financially feasible to provide additional replacement housing.

## TRANSPORTATION

### Measures to Be Included in the Project

- The project would not provide vehicular access to the parking garage on Trenton Street, thereby reducing potential impacts on pedestrian safety for children at the Commodore Stockton School Annex and elderly residents of the Trenton Street Building and reserving the potential use of Trenton Street for open space.
- The project would include six spaces for service and delivery vehicles, including one loading dock for large trucks. While this would not comply with the City Planning Code requirements, these spaces would exceed the number estimated to be required to meet the demand generated by the project.
- The project sponsor would include in the parking structure warning devices (lighted signs and noise emitting devices) to alert pedestrians to vehicles exiting the structure onto Jackson Street.
- The project sponsor would require the sale of Muni Fast Passes in at least one retail establishment on the ground floor of the proposed project.
- The project sponsor would, in consultation with the Municipal Railway, install eyebolts or make provisions for direct attachment of eyebolts for Muni trolley wires on the proposed building wherever necessary. The sponsor may agree to waive the right to refuse the attachment of eyebolts to the proposed building if such attachment is done at City expense. (The Municipal Railway Five Year Plans identify existing and proposed routes.)
- Access to the Stockton Street Building's retail space would be provided on Jackson and Stockton Streets, on James Alley and from Trenton Street in order to diffuse the pedestrian impacts of the proposed project.

## V. Mitigation Measures

- The project design would include internal pedestrian space and space for retailer displays within the building, as well as passageways through the building connecting from Stockton and Jackson Streets to James Alley and Trenton Street to reduce sidewalk congestion and to avoid interruption of pedestrian flow.

- The project sponsor would include a provision in each commercial lease prohibiting display of merchandise on any sidewalk.

### Measures Under Consideration

- The project sponsor would consider attendant operation of the parking garage in order to increase the parking supply from 110 to 150 spaces and reduce effective parking demand through joint use of available spaces. Such operation would meet parking demand generated by the project and reduce deficits below those generated by existing uses, contributing to an increase in the parking supply available for short-term use in the Chinatown area. An increase in the effective parking supply by this means would generate additional traffic impacts at the intersection of Jackson and Stockton Streets.

- The project sponsor would pay for changes to the existing transit passenger loading bulb adjacent to the project site, as approved by the Department of Public Works and Muni.

- The project sponsor would provide six secure, safe bicycle storage spaces with the parking garage for commuters and short term visitors.

- During the construction period, construction truck movements could be limited to the hours between 9:00 a.m. and 4:00 p.m. to minimize peak-hour traffic conflicts. The project sponsor and construction contractor would meet with the Traffic Engineering Division of the Bureau of Engineering of the Department of Public Works, the Fire Department, Muni and the Department of City Planning to determine feasible traffic mitigation measures to reduce traffic congestion during construction of this project and other nearby projects.



Measures Not Proposed to be Included in the Project

- If the parking garage included in the proposed project exited onto Trenton Street to Washington Street, the peak hour traffic impacts of the project on the intersection of Jackson and Stockton Streets would be reduced. The projected volume/capacity ratio with the proposed project would be reduced by seven to nine percent from the level shown in Table 8, page 98. Some additional traffic impacts would occur at the intersection of Washington and Powell Streets; there would be new impacts on the safety and ease of pedestrian traffic movement by school children and elderly residents of the proposed project who use or would use Trenton Street (17.5 feet wide). Traffic on Trenton Street would probably have to become one-way southbound to accommodate vehicles exiting the garage, eliminating any vehicular access to the elderly housing portion of the project except through the garage. The project sponsor originally considered and proposed this arrangement but has since rejected this alternative due to impacts on excavation requirements, construction costs, impacts on the ability to maintain the elderly housing building as a legally separate property, potential impacts on pedestrian safety, and inconsistency with the proposed use of Trenton Street as an informal public open space in the Chinatown Neighborhood Improvement Plan.

- The project sponsor could prohibit use of the on-site loading space during the hours between 11:00 a.m. and 7:00 p.m. in order to minimize traffic conflicts on Jackson Street.

- To minimize cumulative traffic impacts and Muni delays due to lane closures and street excavation during construction, the project sponsor could coordinate with construction contractors for any concurrent nearby projects that are under construction, planned for construction, or later become known.

- The project sponsor could be required to provide additional off-street loading spaces to meet Planning Code requirements.

## V. Mitigation Measures

### Measures Under Jurisdiction of Other Agencies

- The project sponsor would petition the Department of Public Works and Muni to install deterrents to parking on the existing transit passenger loading bulb, such as bollards, benches, planters, transit shelters or transit staging signs, in order to avoid transit and pedestrian congestion associated with vehicles parking on or loading adjacent to the bulb.
- The project sponsor would petition the Department of Public Works to install pedestrian signals at the intersection of Jackson and Washington Streets which might improve pedestrian and traffic flows and safety. This could be implemented by the Department of Public Works, which believes that pedestrian signals may not be effective in controlling pedestrian movements.<sup>73</sup>
- The project sponsor would petition the Department of Public Works to convert one metered parking space and the loading zone on Jackson Street just west of Stockton Street on Saturday to an additional traffic lane to increase capacity at the intersection by about 20%, thereby improving existing and future levels of service. The Department of Public Works could implement this change. Since the proposed project would provide spaces for service and delivery vehicles adequate to meet project demand, loss of the loading space adjacent to the project site should not cause a loading deficiency. Loss of one parking space would incrementally increase parking deficiencies in Chinatown.

### AIR QUALITY

#### Measures Proposed to Be Included in the Project

- During demolition, including both the dismantling of the existing buildings and loading of debris onto trucks, watering would go on continuously during dry weather.

<sup>73</sup> Letter from Norman E. Bray, Senior Traffic Engineer, Department of Public Works, May 4, 1984.

- During excavation, exposed soil surfaces would be watered as needed to keep soil surfaces moist and create a crust that resists wind erosion. City streets adjacent to the site would be cleaned or washed down daily to remove mud and debris carried out from the site.
- During construction of the foundation and structure, the site and adjacent streets would be cleaned daily to remove litter, debris or loose construction materials. Any areas of exposed soils would be watered daily if necessary.
- The project sponsor would supply air purifiers or dust screens for the duration of the construction period to those sensitive receptors adjacent to the project site who prior to commencement of demolition provide written certification from a physician to the project sponsor as to the medical necessity of such measures.

#### NOISE

##### Measures Proposed to Be Included in the Project

- Noise insulation features would be incorporated in the project to achieve acceptable interior noise levels for the commercial portions of the project, in accordance with the Transportation Noise Control Section of the Environmental Protection Element of the City's Comprehensive Plan.
- The project sponsor would include in the construction contract a requirement that the contractor muffle all construction equipment in order to comply with the regulations of the City and County of San Francisco Ordinance 274-72, Regulations of Noise, Section 2907, which requires that all powered construction equipment except impact tools and equipment emit not more than 80 dBA measured at 100 feet (86 dBA at 50 feet). The project sponsor would include a requirement that impact tools and equipment including pavement breakers and jackhammers have both intake and exhaust muffled to the satisfaction of the Director of Public Works.



## V. Mitigation Measures

### Measures Under Consideration

- A number of measures to mitigate the impacts of construction noises on adjacent uses are under consideration. Those measures finally chosen in consultation with the contractor would be used in combination to reduce noises from demolition and construction activities to levels acceptable to adjacent users.
  - a. A construction noise barrier consisting of a solid, wood fence eight to 10 feet tall could be located around the perimeter of the site. All noise generating activities, including the use of impact wrenches, jackhammers, concrete pumpers and portable compressors, could be located within and adjacent to the fence in order to maximize acoustical shielding at street level.
  - b. If unacceptable noise or vibration is generated by the demolition and construction of the project, then the noise or vibration-generating activity could be stopped until a satisfactory mitigation measure, either through scheduling or other means, could be implemented.
  - c. A full-time construction coordinator could be utilized to notify neighbors of upcoming construction activities which could affect them. The construction coordinator could consult with the adjoining school, hospital and retail businesses to determine what, if any, impact the construction is having on their operations.
  - d. Construction scheduling could be coordinated with neighbors in meetings in order to minimize any noise impacts.
  - e. Temporary shields, either wood or gypsum board, could be installed over the windows of noise-sensitive receptors, at the discretion of the neighbors and where the Building and Fire Codes permitted, to reduce the construction noise impact.

- f. If complaints are received, mitigation measures such as alternative access points, removing equipment from the vicinity of buildings and providing acoustical shielding of their windows and entry doors could be considered on a case-by-case basis.

## ENERGY

### Measures Under Consideration

- The project sponsor is evaluating the following energy conservation measures for incorporation into final design of the project:
  - a. Energy-saving ballast and lamps--these reduce energy transfer loss, increase light output per input watt and require fewer fixtures;
  - b. Photocell light control use with daylighting--this reduces the lighting load and therefore, total energy consumption;
  - c. Energy efficient motors--these decrease high current uses which lessen peak demand load charge;
  - d. HVAC with energy recovery means--this recycles heat generated by mechanical equipment, reducing total energy demand;
  - e. Building Energy Management System (EMS)--this consists of solid state controls to regulate energy consumption, reducing total energy consumption, especially during non-occupied hours;
  - f. Solar panels for domestic hot water heating--these would reduce natural gas consumption.

## V. Mitigation Measures

### CULTURAL AND ARCHITECTURAL RESOURCES

#### Measures Proposed to Be Included in the Project

- The sponsor, prior to the issuance of a site permit, shall employ an archeologist or historian or other expert acceptable to the Environmental Review Officer to develop a plan for such archeological investigations as may be appropriate during the excavation phase of the construction. This plan shall be reviewed and approved by the Environmental Review Officer prior to any excavation on the site, and upon approval shall be followed by the sponsor and project contractor during that excavation activity.

Should evidence of historic or prehistoric artifacts be uncovered at the site during construction, the project manager shall be responsible for, and shall require the following: (a) that the contractor notify the Environmental Review Officer and the President of the Landmarks Preservation Advisory Board; (b) that the contractor suspend construction in the area of the discovery for a maximum of four weeks to permit review of the find and, if appropriate, retrieval of artifacts; (c) that the project sponsor pay for an archeologist or historian acceptable to the Environmental Review Officer to help review the find and identify feasible measures, if any, to preserve or recover artifacts; and (d) if feasible mitigation measures are identified, that they will be implemented, but need not exceed 1% of total construction cost as indicated on the Building Permit application on file with the Department of Public Works.

### HAZARDS

#### Measures Proposed to Be Included in the Project

- An evacuation and emergency response plan would be developed by the project sponsor or building management staff in consultation with the Mayor's Office of Emergency Services, to ensure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The emergency plan for the proposed project would be reviewed by the Office of Emergency Services and implemented by building management insofar as feasible before issuance of final building permits by the Department of Public Works.



GEOLOGY

Measures Proposed to Be Included in the Project

- Should dewatering be necessary, the final soils report shall address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the soils report shall contain a determination as to whether or not a lateral and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works will require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. If, in the judgment of the Special Inspector, unacceptable subsidence were to occur during construction, groundwater recharge would be used to halt this settlement. Cost for the survey and any necessary repairs to service under the street would be borne by the contractor.



## VI. UNAVOIDABLE SIGNIFICANT ENVIRONMENTAL EFFECTS

This chapter identifies impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or other mitigation measures that could be implemented, as described in Chapter V, Mitigation Measures, pages 128-140.

The following unavoidable significant environmental impacts resulting from the proposed project have been identified. The final determination of significant impacts will be made by the City Planning Commission as part of their certification action. Chapter VI will be revised, if necessary, to reflect the City Planning Commission's findings, before printing of the Final EIR.

### URBAN DESIGN

The project would exceed in height and bulk the prevailing scale of development along Stockton Street and throughout much of Chinatown. In conjunction with other existing and proposed projects, the scale of development in Chinatown would increase.

### ARCHITECTURAL AND HISTORICAL RESOURCES

The project would demolish two architecturally and/or historically rated buildings and, together with other proposed projects, would diminish the architectural and historical integrity of the Chinatown Core area, a potential National Landmark Historic District.

### POPULATION DISPLACEMENT

The project would require the temporary relocation of at least 40 persons and the permanent relocation of 44 households with 136 persons.

### TRANSPORTATION

The project would increase pedestrian, transit and vehicular trips in the vicinity of the project site, increasing congestion and reducing the Level of



## VI. Unavoidable Significant Environmental Effects

Service of nearby intersections, which could, in turn, cause delays in transit service along the Stockton Street corridor.

### AIR QUALITY

Cumulative impacts would result in increased travel which could cause violations to total suspended particulate (TSP) standards in San Francisco, with concomitant health effects and reduced visibility.

## VII. ALTERNATIVES TO THE PROPOSED PROJECT

This chapter suggests alternatives to the proposed project. For each alternative, the environmental impacts of the alternative as well as the environmental impacts of the proposed project to be avoided are identified. Finally, the project sponsor's reason for not selecting the identified alternative is provided. Despite the project sponsor's reason for eliminating an alternative project, the City Planning Commission could approve an alternative project if it determines that the alternative is a more appropriate use of the site.

### A. ALTERNATIVE I: NO PROJECT

This alternative would involve no change to the existing site or uses on the site. Existing uses would remain (see Section III, Environmental Setting, pages 29-58).

The land use, population, visual quality, transportation and fiscal impacts associated with this alternative are essentially the same as the conditions described in Chapter III, Environmental Setting. The shadow and energy impacts would be similar to those described as baseline conditions in Chapter IV, Environmental Impacts. There would be no impacts on architectural and historical resources. There would be no transportation or urban design impacts and no construction-generated transportation, noise, air quality or energy impacts. There would be no contribution to cumulative impacts of increased scale on Stockton Street, to downtown transportation demand or to regional air quality. There would continue to be a weekday parking deficit of 8 spaces and a weekend deficit of 32 spaces for existing uses. Due to the fact that the existing buildings are of unreinforced brick construction and do not meet current seismic standards, there would be a continuing hazard to occupants in the event of a major earthquake. Current limited use of the project site, compared to allowable FAR if the present zoning were to continue, would continue to offer an incentive for redevelopment.

The project sponsor has rejected this alternative since it meets none of the sponsors objectives outlined in Chapter II, page 13. These objectives include

## VII. Alternatives To The Proposed Project

making a positive contribution to meeting the City's housing needs and realizing a reasonable return on investment.

### B. ALTERNATIVE II: PROJECT COMPLYING WITH EXISTING CITY PLANNING CODE

This alternative would be a project which directly complies with the City Planning Code and would not require rezoning by the Board of Supervisors or approval as a conditional use by the City Planning Commission.

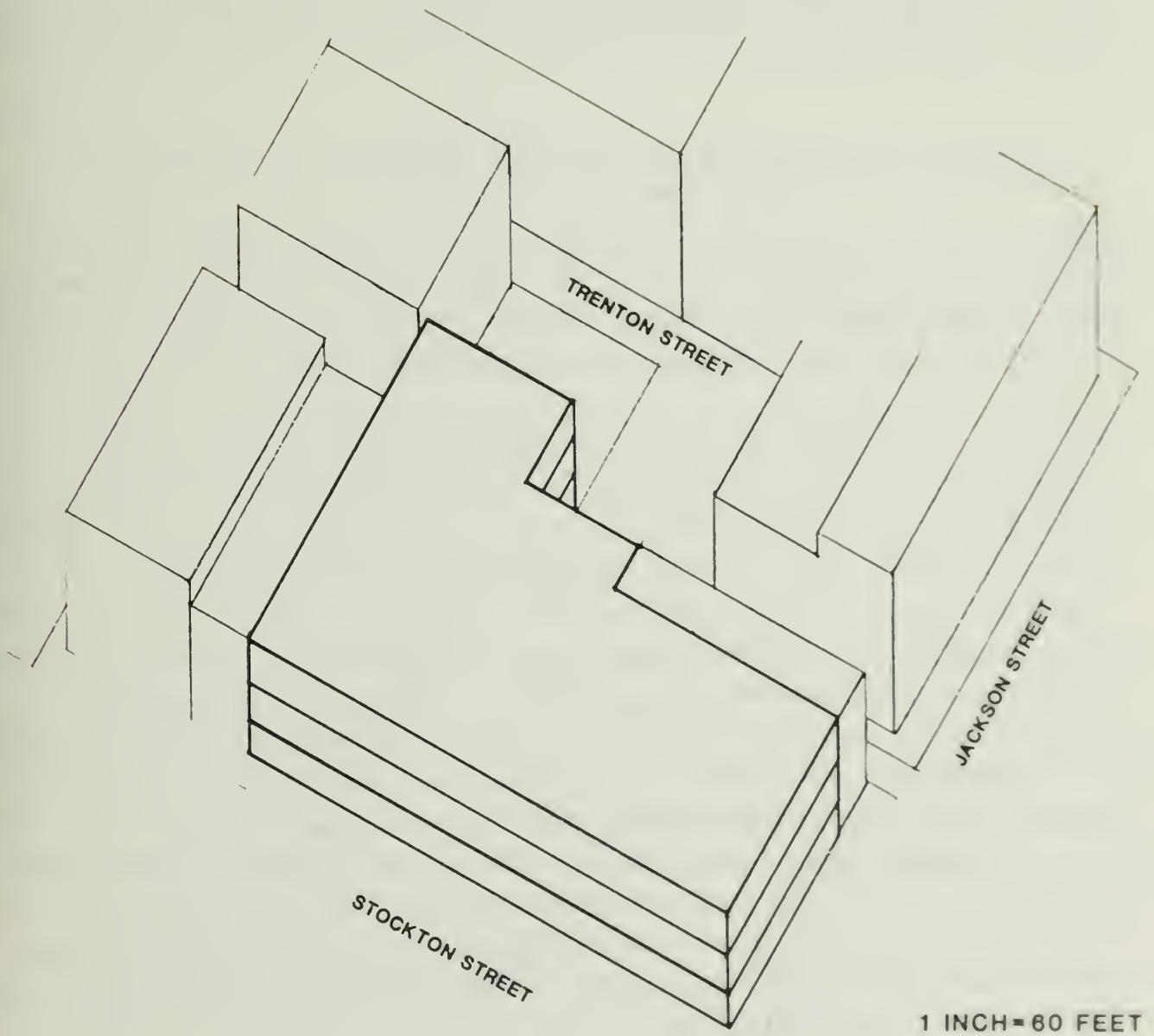
The project would consist of a three- or four-story building, built on Lots 1, 2, and 34, with an FAR of 2.1:0 containing a maximum of about 55,000 gross square feet (45,000 occupied square feet) of retail space (including a large restaurant) and 150 required off-street parking spaces on three or more levels.<sup>74</sup> All residential units in the Stockton Street Building would be eliminated, reducing the height of that building to about 40 feet (see Figure 28, page 147). There would be 27,900 square feet less retail space and no space would be reserved for community organizations. The project would not include the Trenton Street Building for elderly housing since Lot 35 would continue to be zoned P (Public Use). There would be one off-street loading dock but no other spaces for service and delivery vehicles.

The absence of the Trenton Street Building from the project would increase the severity of the population displacement impacts (see Chapter IV, pages 84-88) due to the absence of on-site replacement housing for potential resident relocation. Therefore, it is estimated that an additional 40 elderly residents would have to be permanently relocated off-site. Since this alternative would not result in the construction of any new housing units, there would be a net loss of 70 units.

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74 The amount of floor area possible would be limited by the number of parking spaces which could be supplied on the site. It is assumed that the project sponsor would maximize potential floor area by providing three levels of parking below grade and one-half level at grade. In actuality, the costs of such a large amount of subterranean parking and use of one-half the first floor for parking would probably be economically infeasible, requiring a reduction in the amount of floor area included in this alternative project.





**Figure 28 ALTERNATIVE II**

**Source: John M Sanger Associates Inc**

## VII. Alternatives To The Proposed Project

There would be no substantial visual quality impacts for this alternative since the height and bulk of the structure facing Stockton Street would be essentially the same as the height and bulk of the existing buildings. Impacts on historical and architectural resources would be the same as for the proposed project. There would be no shadow impacts since the project would be approximately the same size as the current buildings.

Transportation impacts would be substantially different from those for the proposed project.<sup>75</sup> This alternative would generate about 60% of travel generated by the proposed project due to elimination of residential units and reduction in retail space by 34%. On-site parking under this alternative would meet all demand generated by uses on the site and generate a surplus of 83 spaces on weekdays and 20 spaces on weekends with a self-park garage.

Although areawide vehicular traffic impacts would be 40% lower than for the proposed project, daily vehicular traffic on Jackson Street and other streets surrounding the project site generated by parking available on-site could be 270% higher on weekdays and 170% higher on weekends than that generated by the proposed project. This could occur because of the greater number of spaces in the garage available for short-term use by customers and visitors to project uses and other uses in Chinatown and the assumption that the greater availability of parking would attract more vehicles directly to the project site than would occur for the proposed project. (Short term parking spaces used by retail customers generate more vehicular traffic than parking spaces assigned to residential users, as included with proposed project). During the weekday peak hours, Level of Service at the Jackson/Stockton intersection would decline from Level of Service "C" to "D", the same as in the proposed project. On Saturday, Level of Service would decline from "D" to "F" during the peak hour, a greater decline than in the proposed project.

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<sup>75</sup> Appendix C, Table C-13, page A-48 provides a comparison of the travel impacts of project alternatives. Estimates of parking demand for the proposed project and project alternatives and estimated daily vehicular trips generated by the parking garage included in the proposed project and project alternatives have been calculated and placed on file and are available for public review at the Office of Environmental Review, Department of City Planning, 450 McAllister Street, 5th Floor, San Francisco.

## VII. Alternatives To The Proposed Project

The project sponsor has rejected this alternative because it would increase population displacement, would obstruct the sponsor's objective of contributing to meeting the housing needs of the City, would not represent the most advantageous use of such a large site for multiple purposes and would provide excessive parking in relation to estimated demand generated by retail use of the site.

### C. ALTERNATIVE III: PROJECT CONFORMING TO THE PROPOSED DOWNTOWN PLAN

This alternative entails a project that would conform to the reduced maximum FAR for the project site of 4.8:1 which would result if the C-3 District boundaries were changed as proposed in the Downtown Plan. A conditional use permit would continue to be sought for Planned Unit Development to allow exceptions from Planning Code requirements for building bulk, required parking and rear yards for housing, and rezoning of Lot 35 would continue to be sought if the elderly housing tower were included. This alternative could involve two variations.

#### 1. Variation 1, with Rezoning of Lot 35

Under the first variation, Lot 35 would be rezoned to C-2 to permit construction of the elderly housing tower. The lot would be included in the site area for purposes of calculating the maximum permissible floor area, which would be about 137,200 square feet, or about 55,300 square feet less than in the proposed project, resulting in reductions in the amount of retail space, housing units or both. The probable shape of this alternative would involve elimination of all market rate housing.<sup>76</sup> Retail space would be included as in the proposed project on five levels, one below grade, but there would be no space for community organizations. The proposed Stockton Street Building would be reduced by five stories, resulting in a height of about 55 feet, compared to 105 feet for the

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<sup>76</sup> In theory it would be possible to retain approximately one and one-half floors of market-rate housing for about 18 units. However, the project sponsor does not believe that it would be economically feasible to include so few dwelling units.



## VII. Alternatives To The Proposed Project

proposed project (see Figure 29, page 151). Parking for about 65 cars would be provided on one and a half levels.

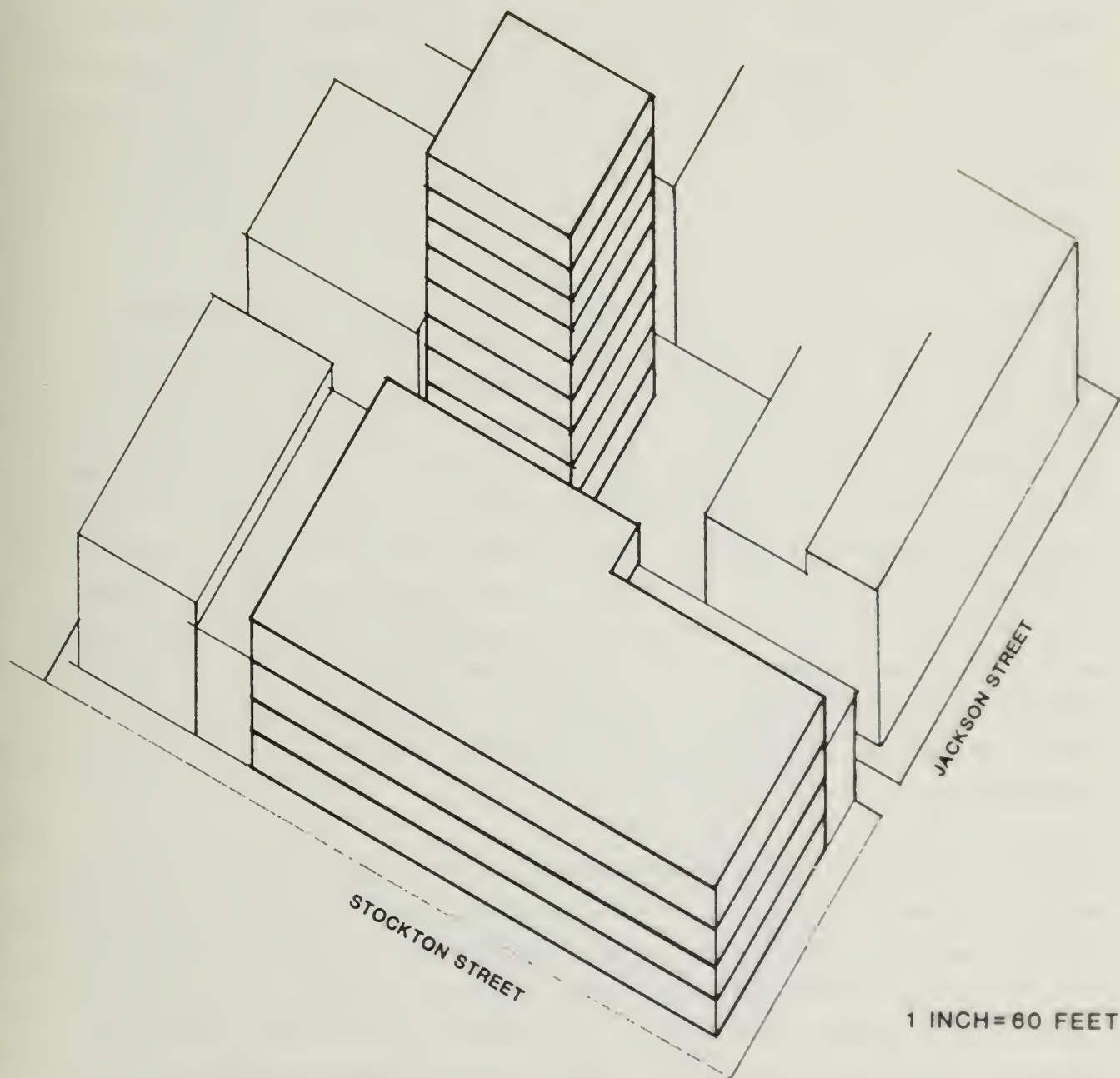
The decreased height of the Stockton Street Building would diminish both project and cumulative impacts on increased scale of buildings along Stockton Street by about 50%. Decreased height would also diminish shadow impacts on Stockton and Jackson Streets by a like amount, especially in the late afternoon during spring and fall. Impacts on architectural and historical resources would be the same as in the proposed project.

The elimination of 60 market rate housing units, compared to the proposed project, would reduce travel generated by the project by about 5%. With self-park spaces the parking deficit generated by proposed uses would be reduced by 15 spaces and such additional spaces would be available for short-term customer and visitor use. With attendant parking the weekend deficit would be slightly higher than for the proposed project due to fewer spaces. On weekdays there would be a surplus. Vehicular traffic impacts could be about 15% higher than the proposed project on Jackson Street and other streets surrounding the project site although areawide impacts would be 5% lower. Air quality impacts would be about 5% less than for the proposed project due to reductions in travel. Noise and energy impacts would be about 35% less than the proposed project due to reductions in floor area. Population displacement impacts would be the same, requiring the relocation of 65 households; 40 elderly persons would continue to qualify for relocation into the Trenton Street Building. This alternative would involve no net increase in housing units, compared to the 60 additional units in the proposed project.

The project sponsor has rejected this alternative because it would not provide sufficient marketable space to support costs for the elderly housing or meet commitments to community service organizations. In addition, it would not meet the sponsor's objectives with respect to generation of new housing.

### 2. Variation 2, without Rezoning of Lot 35

The second variation would not include Lot 35 or the elderly housing tower. Maximum permissible floor area would be about 124,000 square feet, requiring a



**Figure 29    ALTERNATIVE III    Variation 1**

**Source:            John M Sanger Associates Inc**

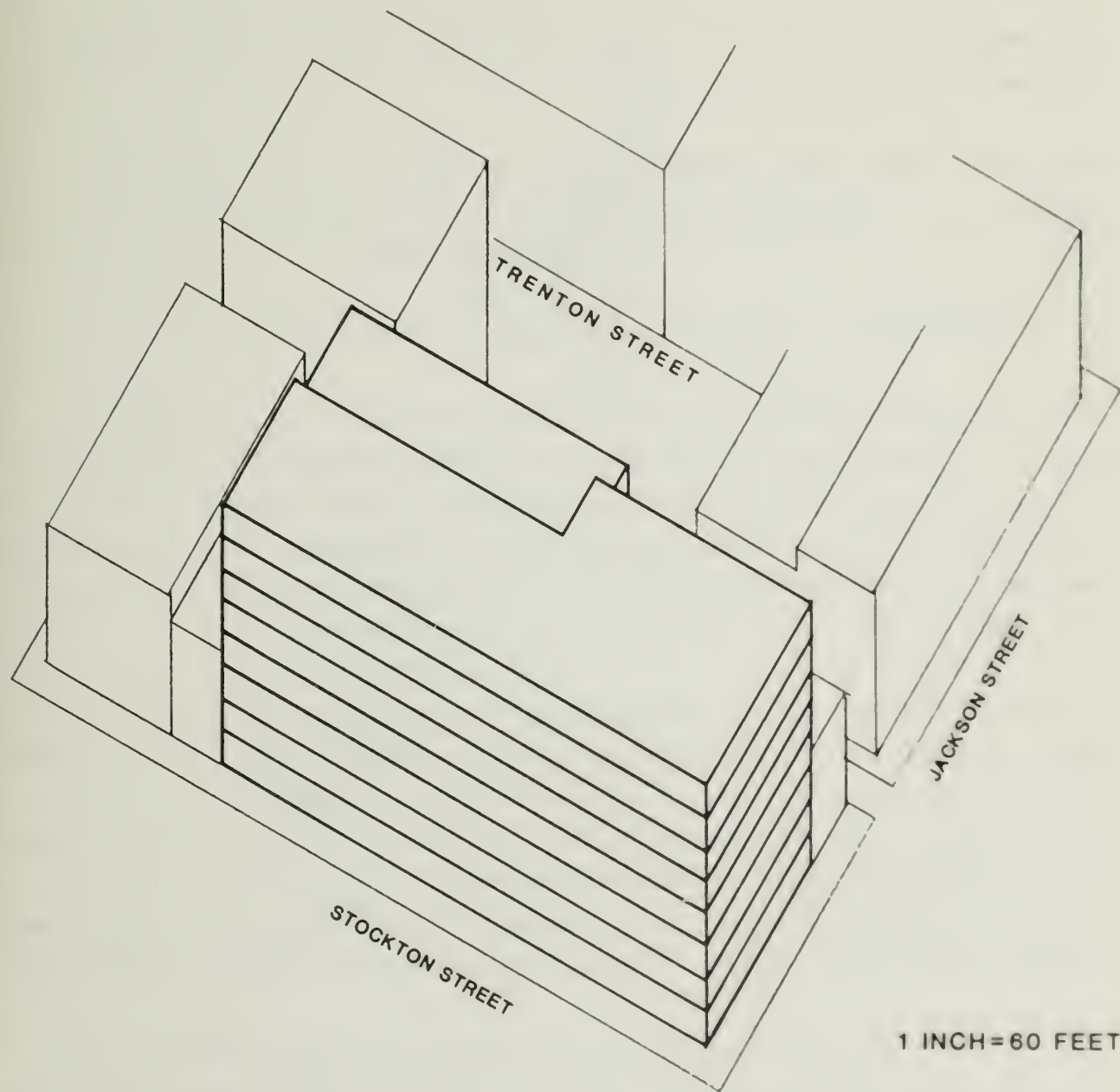
## VII. Alternatives To The Proposed Project

reduction of 68,550 square feet, compared to the proposed project. Elimination of the elderly housing tower would account for 39,650 square feet (70 units) of the reduction, with the remaining 28,900 square feet to be removed from the Stockton Street Building. This reduction could be achieved by the elimination of one floor of retail space and one floor of housing (12 units) or by elimination of two floors of housing (24 units). It is assumed that two floors of housing would be eliminated, leaving 36 units. Building height would be reduced by about 20 feet, to 85 feet on Stockton Street (see Figure 30, page 153). There would be 110 parking spaces included, the same as in the proposed project.

Elimination of the Trenton Street Building would result in a substantial lessening of construction noise impacts, especially those identified for the School Annex and, to some extent, the Chinese Hospital, since distance between the construction site and noise receptors would increase from 20 to 80 feet with no construction on Lots 34 or 35. The lack of on-site replacement housing units for 40 persons who would qualify for relocation into the Trenton Street Building would mean that other permanent relocation housing would have to be found for all 65 present households (about 175 people), and population displacement impacts would increase. The Stockton Street Building would be 20% shorter, and impacts on the cumulative increase in scale along Stockton Street, as well as shadow impacts, would be proportionately less than those of the proposed project. Impacts on architectural and historical resources would be the same as for the proposed project.

With elimination of 24 market rate residential units under this alternative, in addition to the elimination of 70 elderly units, travel generated by the project would be reduced by about 5% and parking demand would be reduced by 29 spaces with such spaces available for additional short-term customer and visitor use. There would be a three space surplus on weekdays and a 103 space deficit on weekends with self-park operations. With attendant parking the deficit on weekends would be reduced to 22-43 spaces, from 11 more to ten less than the current deficit. Daily vehicular traffic impacts on streets adjacent to the site could be about 100% higher on weekdays and 50% higher on weekends than the proposed project, due to traffic generated by greater use of the parking garage by customers and visitors, although areawide vehicular traffic impacts in Chinatown and vicinity would be about 5% lower.





**Figure 30    ALTERNATIVE III    Variation 2**

**Source:            John M Sanger Associates Inc**

## VII. Alternatives To The Proposed Project

The Level of Service at the intersection of Jackson and Stockton Streets would decline from "C" to "E" during weekday peak hours, and from "D" to "E" on weekend peak hours.

There would be a net loss of 34 housing units, including a loss of 70 units occupied by low and moderate income households.

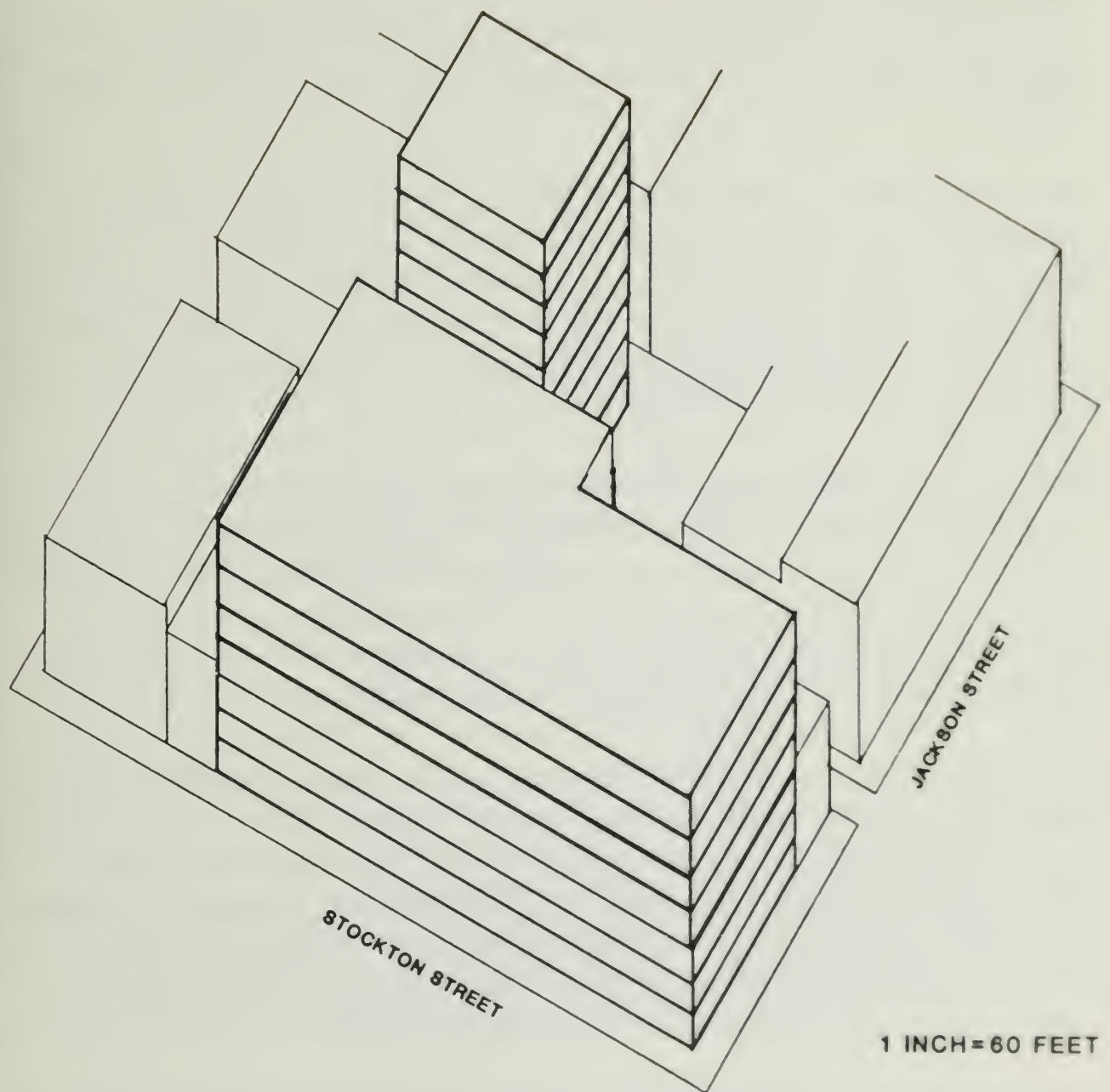
The project sponsor would consider this alternative but does not consider it desirable or consistent with the objectives of the project due to lack of contribution to the need for low-income elderly housing in Chinatown.

### D. ALTERNATIVE IV: SMALLER AND SHORTER PROJECT WITH MORE PARKING

This alternative entails a project similar to but smaller than the proposed project which would have less impact on the scale of development along Stockton Street and provide more parking to meet project-generated demands. This alternative would still require conditional use authorization to allow exceptions from the City Planning Code with respect to bulk limits, parking and rear yard requirements. Rezoning of Lot 35 would also be necessary.

The total gross floor area contained in this alternative would be 150,250 square feet, a decrease of 42,300 square feet from the proposed project. The project's FAR would be 5.3:1, compared to 6.7:1 for the proposed project. The Stockton Street Building would be two stories lower or about 80 feet in height, at seven stories above Stockton Street, with three stories of retail space and four stories of housing over subterranean parking on three levels. The Trenton Street Building would be the same as in the proposed project (see Figure 31, page 155).

The overall design and character of this alternative would be similar to the proposed project but there would be fewer housing units, less retail space, no space for community organizations and more parking spaces. This alternative would have 48 housing units in the Stockton Street Building and 118 overall, 12 fewer than in the proposed project; 55,100 square feet of retail space, 27,800 square feet less than in the proposed project; and 130 parking spaces, 20 more than in the proposed project. There would be no basement food market due to use of the basement for increased parking. There would be one loading dock and no other spaces for service and delivery vehicles.



**Figure 31 ALTERNATIVE IV**

**Source: John M Sanger Associates Inc**



## VII. Alternatives To The Proposed Project

The reduction in the height of the Stockton Street Building by about 25% would diminish both project and cumulative impacts on increased scale of buildings along Stockton Street and shadow impacts on Stockton and Jackson Streets in the late afternoon during spring and fall by a proportionate amount. Impacts on architectural and historical resources would be the same as for the proposed project.

Travel generated by the project would be about 35% less than for the proposed project. With self-park operation there would be parking surplus of 10 spaces on weekdays and a deficit of 31 spaces on weekends, less than the existing deficit by one space. Greater parking would be available for short-term use by customers and visitors. With attendant parking there would be a surplus of 68 to 80 spaces on weekdays and from 31 to 47 spaces on weekends.

Daily vehicular traffic impacts on Jackson Street and other streets surrounding the project site could be almost 60% higher on weekdays and weekends due to the greater availability of parking for customer and visitor use, although areawide traffic impacts would be about 35% lower. The intersections of Jackson and Stockton Streets could decline from Level of Service "C" to "D" during weekday peak hour and from "D" to "E" during the Saturday peak hour.

Air quality impacts would be about 35% less than for the proposed project due to reductions in travel. Noise and energy impacts would be about 20% less than the proposed project due to reductions in floor area. Population displacement impacts would be the same, requiring the relocation of 65 households; 40 elderly persons would continue to qualify for relocation into the Trenton Street Building. This alternative would involve a net increase of 48 housing units, rather than 60 additional units for the proposed project.

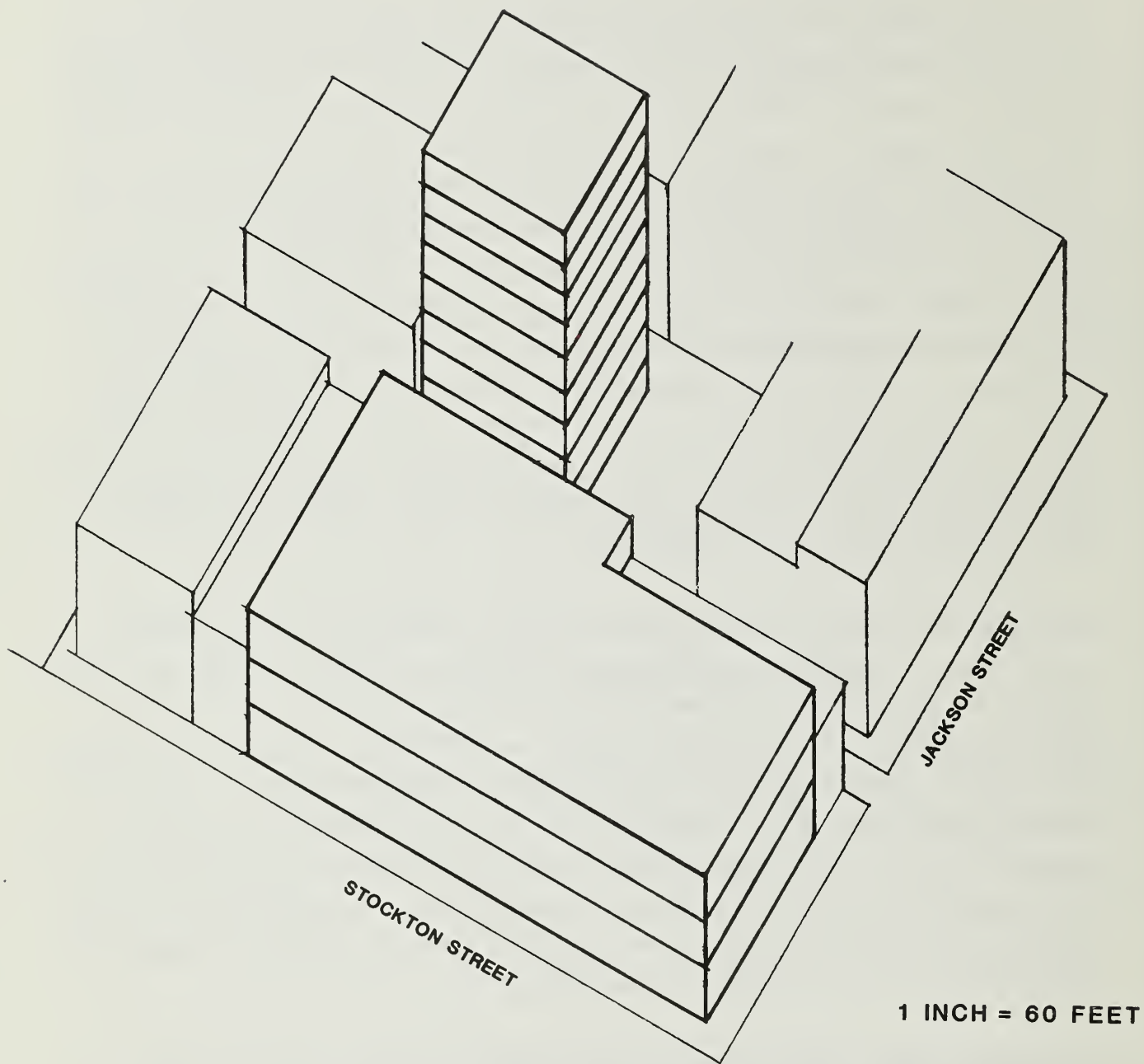
The project sponsor has rejected this alternative because it would eliminate the food market particularly suited to the needs of certain Chinatown merchants, reduce space for community organizations, reduce potential new housing, and would not represent the most advantageous use of such a large site for multiple purposes.

E. ALTERNATIVE V: REHABILITATION OF EXISTING BUILDINGS PLUS NEW ELDERLY HOUSING

In this alternative, the existing buildings on the project site would be rehabilitated and converted to 45,000 square feet of retail space with minimal expansion to the west property line on the site of parking behind 1055 Stockton Street (see Figure 32, page 158). New construction would occur on lots 34 and 35, resulting in the construction of the Trenton Street Building for low income, elderly housing similar to that described in the proposed project. This alternative would involve one new off-street loading space and the removal of 30 parking spaces. Contribution to a cumulative increase in scale along Stockton Street would be substantially diminished since the existing Stockton Street buildings would remain and the higher Trenton Street Building would be built on interior lots, at least 75 feet away from Stockton Street. There would be no impact on architectural and historical resources if the character of the existing buildings were retained in the rehabilitation. Noise, land use and energy impacts would be lessened by about 80%.

This alternative would generate about 50% less travel and areawide vehicular traffic impacts than the proposed project and correspondingly reduced air quality impacts. Parking demand would be about 40% of that for the proposed project. The elimination of existing on-site spaces and inability to provide new parking would cause a parking deficit about 40% higher on weekdays than for the proposed project but the deficit would be about 35% lower on weekends than for the proposed project. The existing parking deficit would increase by about 55 spaces based on existing assumed demand for residential spaces. Vehicular impacts on adjacent streets could be reduced by the elimination of existing parking but the change would not be statistically meaningful.

The project sponsor has rejected this alternative because it would not be economically feasible to build the elderly housing or convert the existing buildings for retail use and would not meet the requirement for replacement parking which is a condition of the Board of Education's lease of Lot 35 for low income elderly housing purposes.



**Figure 32 ALTERNATIVE V**

**Source: John M Sanger Associates Inc**



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Air Resources Board  
P.O. Box 2815  
Sacramento, CA 95814  
Attn: Don Rake

U.S Department of Housing  
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San Francisco, CA 94109  
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Northwest Information Center  
Department of Anthropology  
Sonoma State University  
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Landmarks Preservation Advisory Board  
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Mayor's Economic Development Council  
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**APPENDIX A: FINAL INITIAL STUDY\***

1055-1055 Stockton Street

83.412E

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\* Differences among data presented in the following Initial Study and the preceding EIR are attributable to the availability of additional and more precise data during the subsequent preparation of the EIR. An analysis of the project's compatibility with the Master Plan has been included in the EIR where appropriate.

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### INITIAL STUDY NOTICE

INITIAL STUDY  
1019 - 1055 STOCKTON MIXED-USE DEVELOPMENT  
No. 83.412E  
November 11, 1983

I. PROJECT DESCRIPTION

Jackson Associates Development proposes to develop a mixed-use development containing 294,000 gross square feet of space, including 115 to 150 below-grade parking spaces, 136 housing units, 41,000 square feet of retail space, 42,000 square feet of office space, and 36,000 square feet of residential open space. The project site is located within the Chinatown area of San Francisco at the southwest corner of Jackson and Stockton Streets, consisting of Assessor's Block 192, Lots 1, 2, 34 and 35 (Figure 1, page 2). The site area is approximately 25,000 square feet and is zoned C-2.

Two buildings currently occupy the site of the proposed project. Lot 1 contains the 1055 Stockton Building, a 3-story building with ground floor retail and 38 housing units above. Lot 2 contains the 1019 Stockton Building, also a 3-story building with ground floor retail and 31 housing units above. Both buildings would be demolished. Lot 34 is vacant. Lot 35 is owned by the San Francisco United School District and is used for parking for teachers at the Commodore Stockton School.

The project would consist of two attached buildings above a common parking garage (Figure 2, page 3). The building on Stockton Street would be 105 feet high, rising nine stories above Stockton Street and would contain 148,000 gross square feet, including retail space on three levels (one below grade), office space on two levels and 70 housing units on five floors, plus private open space. The entrance to the parking garage would be on Jackson Street, with the exit on Trenton Street. A separate loading dock and delivery spaces would be provided.

The Trenton Street building would be 105 feet high, rising 11 stories above Trenton Street, and would contain 66 units of low income, elderly housing and common multipurpose rooms, comprising about 39,000 gross square feet, plus common



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### Figure 1

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### Figure 2

## X. Appendices

open space. The School District has agreed to lease Lot 35 to the City for purposes of low-income housing. The project sponsor would pay the cost of the lease, would donate Lot 34 and would cause the elderly housing to be constructed and transferred to a non-profit sponsor for management. Self Help For the Elderly has indicated a willingness to act as the non-profit sponsor or to establish a separate non-profit sponsor for the building.

The proposed project would be developed as a Planned Unit Development. The project architect is Tai Associates/Architects of San Francisco.

## II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

The proposed 1019 - 1055 Stockton project is examined in this Initial Study in order to identify its potential effects on the environment. The following potential impacts have been identified and will be analyzed in an Environmental Impact Report (EIR) to be prepared on the project: scale and intensity of development; relationship to zoning and the Comprehensive Plan; effect on visual quality of the streetscape and relationship to the scale of adjacent buildings; population displacement; transportation; construction noise; temporary effect on air quality due to construction; cumulative air quality; shadow patterns; and energy demand.

The following environmental effects were determined either to be insignificant or to have been mitigated through measures incorporated into the project design. These require no further study and will not be addressed in the EIR:

Air Quality: Project operation would not violate any ambient air quality standards or create any objectionable odors. The project would not create wind impacts for pedestrians in the vicinity of the project and would provide open space sheltered from existing wind (see page 19).

Hazards: The proposed project would not be affected by hazardous uses or health hazards in the area, nor would there be a potential for health hazards. An excavation and emergency response plan would be developed by the project sponsor as part of the project (see page 18).



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Cultural: Project excavation would occur in partially previously disturbed soils. Also, the project site is beyond the old San Francisco shoreline. Therefore, the potential for encountering cultural resources during construction is limited. The project sponsor has included a mitigation measure to protect any archaeological resources, should any be discovered on the site (see page 19).

Geology/Topography: The project is not expected to be supported by pile foundations but a soils report has not yet been prepared. The project sponsor has included a mitigation measure addressing potential findings of further investigations and borings by a consulting geologist or soils engineer including potential need for dewatering of the site (see page 19).

Visual Quality: The project would not obstruct scenic views from public areas to the west of the project on Nob Hill and would not be visible in the skyline from public vista points.

Population and Housing/Growth Inducement: The project would involve a net addition of 67 housing units and the increase in city population would be insignificant. There would be either a reduction or a very small increase in on-site population due to changes in housing occupancies. The project would include new office and retail space which could generate additional demand for housing in San Francisco but the project's net addition to the housing supply would be greater than that for which additional demand would be generated. Although the project would displace 13 existing businesses, all are now paying market rent and could relocate elsewhere. The project sponsor would offer each an opportunity to locate in the new building and some are expected to do so (see page 19).

Noise: After completion, the project would not perceptibly increase noise levels in the project vicinity. The project sponsor would file an acoustical report as required by Title 25 of the California Administrative Code and has included a mitigation measure to achieve adequate noise insulation for retail and office space (see page 19).

Biology: The project would have no effect on plant or animal life because the site is currently covered by buildings and pavement.

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Water: The site is currently covered by buildings or pavement and has no surface water. Therefore, there would be no change to drainage patterns.

Utilities/Public Services: Increased demand for public services and utilities attributable to the proposed project would not require additional personnel or equipment and would be too small to make a noticeable contribution to cumulative service needs.

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
1. Require a variance, special authorization, or change the City Planning Code or Zoning Map?	<u>X</u>	<u>      </u>	<u>X</u>
2.* Conflict with the Comprehensive Plan of the City and County of San Francisco?	<u>      </u>	<u>X</u>	<u>X</u>
3.* Conflict with any other adopted environmental plans and goals of the City or Region?	<u>      </u>	<u>X</u>	<u>X</u>

The proposed project would require Conditional Use authorization for a Planned Unit Development, including authorization for a reduction in required parking to 115 or 150 spaces from the 234 spaces required by the City Planning Code.

The proposed project is expected to be compatible with the City's Comprehensive Plan and would not conflict with adopted environmental plans and goals of the City and region. Zoning and the relationship of the proposed project to policies of the Comprehensive Plan will be discussed in the EIR.

B. ENVIRONMENTAL EFFECTS

1. <u>Land Use.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Disrupt or divide the physical arrangement of an established community?	<u>      </u>	<u>X</u>	<u>X</u>

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\* An asterisk before a question indicates that the question is derived from State Environmental Guidelines, Appendix G, normally significant impacts.

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	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
b. Have any substantial impact upon the existing character of the vicinity?	<u>X</u>	<u>      </u>	<u>X</u>

The project site is located in the core of the Chinatown district on Stockton Street, one of the district's two major commercial streets. The mix of uses within the project would be similar to that of other buildings along Stockton Street, characterized by ground-floor retail with residential above. Buildings primarily range in height from two to five stories, with a few higher buildings. Institutional uses, including a church, hospital and a school are nearby.

The project would not involve disruption or division of the neighborhood or involve a substantial change in the composition of land uses. This will not be discussed further in the EIR. Displacement of existing land uses is discussed under Population Impacts.

The proposed project, by itself or in conjunction with other projects, would alter the character of the area through increased intensity and scale of development. This potential effect will be discussed in the EIR.

2. <u>Visual Quality.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Have a substantial, demonstrable negative, aesthetic effect?	<u>      </u>	<u>X</u>	<u>X</u>
b. Substantially degrade or obstruct any scenic view or vista now observed from public areas?	<u>      </u>	<u>X</u>	<u>X</u>
c. Generate obtrusive light or glare substantially impacting other properties?	<u>      </u>	<u>X</u>	<u>X</u>

The project would be visible primarily from ground-level along Stockton, Jackson, Washington and Trenton Streets and James Alley, and from the playground of the Commodore Stockton School. Impacts on changes in scale and on the visual quality of the streetscape, as well as relationship to the Urban Design Element of the Comprehensive Plan, will be addressed in the EIR.

Each building would reach a maximum height of 105 feet. Due to the heights of



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surrounding buildings and the slope of Nob Hill, the project would not substantially obstruct any scenic views of the Bay from public areas and would not be visible in the skyline except from the upper floors of some residential buildings on Nob Hill.<sup>1</sup> Therefore, this issue requires no further analysis in the EIR.

The project would use lighting designed to avoid glare and would not use reflective glass; therefore, it would not generate light or glare affecting other properties. This issue requires no further analysis in the EIR.

3. <u>Population.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Induce substantial growth or concentration of population?	<u>      </u>	<u>  X  </u>	<u>  X  </u>
b.* Displace a large number of people (involving either housing or employment)?	<u>  X  </u>	<u>      </u>	<u>  X  </u>
c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	<u>      </u>	<u>  X  </u>	<u>  X  </u>

The project is expected to involve either a reduction or slight increase in on-site population.<sup>2</sup> This issue will not be discussed further in the EIR.

The project would involve displacement of about 185 persons in 69 units. All existing residents who qualify would be offered units in the elderly housing portion of the project and would be relocated to the building prior to demolition of the existing buildings. The sponsor would assist in relocating others off-site. Potential impacts on existing residents will be discussed further in the EIR.

The project would involve displacement of 13 retail businesses employing about 40

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1 Photographs and a section showing street elevations and building heights uphill from the project are on file and available for public review with the Office of Environmental Review, Department of City Planning, 450 McAllister Street, 5th Floor.

2 The project is expected to house from 146 to 209 persons. The low estimate is based on the assumption of single occupancy of studios and one-bedroom units and double occupancy of two-bedroom units. The high estimate is based on single occupancy of studios, double occupancy of one-bedroom units and three-person occupancy of two-bedroom units. Existing on-site population is estimated at 185 persons.

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people, including six food stores, four jewelry and clothing stores, one restaurant, one herbalist and one florist. All existing businesses would be offered the opportunity to relocate into the new building and some are expected to occupy space in the project (see page 19). Existing businesses are currently paying market rate rents and thus could relocate elsewhere or into the proposed development without suffering undue financial hardship, except for business disruption during construction in the event that new locations were not desired or found. Three of the businesses have other locations or are associated with other businesses in Chinatown and are expected to relocate in the new building. This issue requires no further discussion in the EIR.

The project would increase the City's housing supply by 67 units (136 total new units less 69 existing units). This addition could increase the City's population by 80 to 145 people<sup>3</sup>, an increase which would not be discernible in the context of citywide declines in population over the past two decades. This issue requires no further analysis in the EIR.

The commercial portion of the project involves a net increase of 42,000 gross square feet of office space and 26,000 gross square feet of retail space. Net increase in employment would be about 225 persons.<sup>4</sup> According to the formula outlined in the Department of City Planning's Office/Housing Production Program guidelines, the office portion of the project would generate a demand for 37 new dwelling units. With a number this low, accuracy of the estimate is limited and does not provide a sound basis for determining a significant effect. Additional retail workers may also generate a housing demand. Any housing demand that may be generated by additional employment on the site would be offset by the net increase in the housing supply provided by the project. Therefore, this issue requires no further discussion in the EIR.

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3 The low estimate is based on the assumption that studio and one-bedroom units are occupied by one person each and that two-bedroom units are occupied by two persons each. The high estimate is based on the average household size in the City reported in the 1980 Census of Population of 2.19 (Association of Bay Area Governments, Census '80 Data Bulletin No. 5, March, 1982).

4 Department of City Planning, Office of Environmental Review, Guidelines for Environmental Review of Transportation Impacts, September, 1983, based on 3.62 office workers and 2.86 retail workers per 1,000 gross square feet.

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4. <u>Transportation/Circulation.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	<u>X</u>	<u>      </u>	<u>X</u>
b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	<u>X</u>	<u>      </u>	<u>X</u>
c. Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	<u>      </u>	<u>X</u>	<u>X</u>
d. Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	<u>X</u>	<u>      </u>	<u>X</u>

The project would cause an increase in traffic, transit, pedestrian and parking demand, could interfere somewhat with existing traffic flow, pedestrian and transit movements during construction and would add incrementally to cumulative transportation demands generated by other projects. These matters will be discussed in the EIR. Impacts on demand for loading facilities will also be addressed in the EIR.

5. <u>Noise.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Increase substantially the ambient noise levels for adjoining areas?	<u>X</u>	<u>      </u>	<u>X</u>
b. Violate Title 25 Noise Insulation Standards, if applicable?	<u>      </u>	<u>X</u>	<u>X</u>
c. Be substantially impacted by existing noise levels? <u>      </u>	<u>X</u>	<u>X</u>	

Based on noise measurements taken around the project site,<sup>5</sup> the day/night average

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5 Charles M. Salter and Associates, Inc., letter to John M. Sanger Associates Inc, September 9, 1983, with noise measurements attached, a copy of which is on file and available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco, California, 94102.



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noise level (Ldn)<sup>6</sup> ranges from about 65 dBA<sup>7</sup> on Jackson to 70 dBA on Washington and 72 dBA on Stockton, with lower levels on interior portions of the site facing Trenton Street and James Alley. These sound levels are typical of those found in downtown San Francisco and heavily traveled areas in the vicinity.

Title 25 of the California Administrative Code requires that an acoustical report be prepared for all new multi-family housing projects located in areas where the exterior Ldn exceeds 60 dBA. Since the project would include housing, such a report would be prepared once the design phase is completed and measures are adopted to reduce interior noise to acceptable levels. The project sponsor has accepted a mitigation measure addressing this issue (see page 19). Therefore, no further discussion of this issue in the EIR is required.

The Transportation Noise Section of the San Francisco Comprehensive Plan recommends noise insulation features in the design of new office and commercial uses in areas with an Ldn of 72 dBA or greater.<sup>8</sup> The project sponsor has agreed to a mitigation measure addressing this issue (see page 19). Therefore, no further discussion in the EIR is warranted.

One source of operational noise is traffic. The proposed project includes parking, with an entrance on Jackson Street and an exit on Trenton Street. The traffic generated by the proposed project will not increase noise levels along the streets serving the project by more than one dBA. An increase of this magnitude is generally not noticeable. This issue will not be discussed further in the EIR.

Another source of operational noise is heating, ventilating and air conditioning equipment. The project will be designed to comply with the requirements of the

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6 Ldn, the day-night average noise level, is a noise measurement based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises (noise between 10:00 p.m. and 7:00 a.m. is weighted 10 dbA higher than daytime noise).

7 dBA is the measure of sound in units of decibels (dB). The "A" denotes the A-weighted scale which simulates the response "X" of the human ear to various frequencies of sound.

8 The Comprehensive Plan of the City and County of San Francisco, Environmental Protection Element, Transportation Noise Control Section, September 19, 1974, p. 19.

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San Francisco Noise Ordinance. No discernible impact on noise in the area is anticipated. Therefore, this issue will not be discussed in the EIR.

Construction would temporarily raise noise levels in the vicinity of the project site, particularly for uses facing the interior of the site along Trenton Street and James Alley. The impacts of construction noise will be addressed in the EIR.

6. <u>Air Quality/Climate.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Violate any ambient air quality standard or contribute to an existing or projected air quality violation?	<u>      </u>	<u>  X  </u>	<u>  X  </u>
b.* Expose sensitive receptors to substantial pollution concentrations?	<u>  X  </u>	<u>      </u>	<u>  X  </u>
c. Permeate its vicinity with objectionable odors? <u>      </u>	<u>  X  </u>	<u>      </u>	
d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate in the community or region?	<u>  X  </u>	<u>      </u>	<u>  X  </u>

Two types of air quality impacts could be expected from this project: short-term impacts during construction involving generation of dust and long-term impacts related to vehicular traffic generated by the project. Due to the presence of sensitive receptors on and adjacent to the site (school, hospital and housing), construction air quality impacts will be addressed in the EIR.

The Caline-3 air quality dispersion model was applied to the Stockton/Jackson and Stockton/Washington intersection using existing traffic counts and projected project traffic. Under worst-case traffic and meteorological assumptions, curb-side carbon monoxide concentrations for the peak one-hour traffic period would be increased by project traffic from 12.0 parts per million (ppm) to 12.4 ppm at the Stockton/Jackson intersection. The maximum one-hour concentration at the Stockton/Washington intersection would be increased from 11.6 ppm to 12.1 ppm by project traffic. These levels are below the Federal one-hour standard of 35 ppm and the State one-hour standard of 20 ppm. Corresponding 8-hour concentrations would increase from 6.3 to 6.4 at the Stockton/Jackson intersection and from 6.5 to 6.6

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ppm at the Stockton/Washington intersection. The State and Federal eight-hour standards for carbon monoxide are both 9 ppm. As these concentrations are at curbside under worst case assumptions, concentrations at greater distances from the roadway and under normal weather conditions would be lower. No violations of any of the State or Federal ambient air quality standards for carbon monoxide would be expected either with or without the proposed project. Therefore, no further analysis will be included in the EIR.

The project's potential contribution to cumulative air quality will be discussed in the EIR.

The project site is currently partially sheltered from prevailing westerly winds by existing structures west of the project site. The design of the proposed building is not similar to those known to cause wind problems, including a narrow west face on the elderly housing, and cut-offs and setbacks on the broader building. The design is such that any wind accelerations off the mixed-use building would occur above the third-floor level. As a result, the project does not appear to have the potential for adverse wind impacts on pedestrians.<sup>9</sup> Lower level residential open space in the project would be sheltered from west winds by the elderly housing tower. The upper level residential open space could be influenced by wind accelerations generated by the tower. The project sponsor has included a mitigation measure addressing this issue (see page 19). Therefore, wind issues will not be addressed further in the EIR.

The proposed project would increase the length of shadows along Jackson Street, along Stockton Street, and on the site of the Commodore Stockton School Annex. Shadow impacts will be addressed in the EIR.

7. <u>Utilities/Public Services.</u>	Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
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a.* Breach published national, state or local standards relating to solid waste or litter control? _____	<u>X</u>	<u>X</u>
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9 Letter from Donald Ballanti, Consulting Meteorologist, to John M. Sanger Associates Inc, October 11, 1983, a copy of which is on file and available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, 5th Floor, San Francisco, CA 94102.



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	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
b. Extend a sewer trunk line with capacity to serve new development?	___	<u>X</u>	<u>X</u>
c. Substantially increase demand for schools, recreation or other public facilities?	___	<u>X</u>	<u>X</u>
d. Require major expansion of power, water or communications facilities?	___	<u>X</u>	<u>X</u>

All providers of utilities and public services have been contacted and have indicated adequate capacity to meet demands generated by the project.<sup>10</sup> Therefore no further analysis will be included in the EIR.

8. <u>Biology.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Substantially affect a rare or endangered species or plant or the habitat of the species? ___	<u>X</u>	<u>X</u>	
b.* Substantially diminish habitat for fish, wild life or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	___	<u>X</u>	<u>X</u>
c. Require removal of substantial numbers of mature, scenic trees?	___	<u>X</u>	<u>X</u>

The project site is covered by buildings and pavement. There are no plant or animal habitats on this site, except for a tree and some weeds which would be removed. This matter does not require further discussion in the EIR.

9. <u>Geology/Topography.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	___	<u>X</u>	<u>X</u>
b. Change substantially the topography or any unique geologic or physical features of the sites? ___	<u>X</u>	<u>X</u>	

- 10 Memoranda of telephone communications have been placed on file and are available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco, California, 94102.

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The project site is located on the edge of an area of potential hazard due to ground shaking, subsidence and liquefaction during an earthquake.<sup>11</sup> Existing buildings do not comply with current seismic standards and could fail during an earthquake. The proposed project would meet current seismic engineering standards. It is believed that underlying materials would provide adequate foundation support and seismic stability without pile driving although soil conditions have not yet been investigated. Excavation of the site would be required, to a depth of approximately 40 feet. This would not substantially change the surface topography due to the effects of prior construction. Site dewatering may be required due to the potential presence of an underground stream or spring. Buildings on the south side of the site on Stockton Street would need to be shored during excavation. Further investigations by a soils engineer will be conducted to determine existing conditions, the need for dewatering and necessary measures to ensure foundation support and seismic stability. The recommendations of the soils engineer would be followed, as indicated by the mitigation measure accepted by the project sponsor (see page 19). This matter does not require further discussion in the EIR.

10. <u>Water</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Substantially degrade water quality or contaminate a public water supply?	___	<u>X</u>	<u>X</u>
b. Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	___	<u>X</u>	___
c.* Cause substantial flooding, erosion or siltation? ___	<u>X</u>	<u>X</u>	

There is no surface water on the site. The site is currently impervious, covered by existing buildings and pavement. The proposed project would cover the site with buildings. Runoff would continue to drain into the combined City storm/sewer system. These matters require no further discussion in the EIR.

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11 The Comprehensive Plan of the City and County of San Francisco, Community Safety Element, pages 8 and 9.

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11. <u>Energy/Natural Resources.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Encourage activities which result in the use of large amounts of fuel, water, or energy, or use them in wasteful manner?	___	<u>X</u>	<u>X</u>
b. Have a substantial effect on the potential use, extraction or depletion of a natural resource?	___	<u>X</u>	<u>X</u>

The project would not encourage wasteful energy-related activities or have a substantial effect on the depletion of a natural resource. There are no known natural resources on the site. This matter will not be discussed further in the EIR.

Based on previous analysis for other projects, the proposed project would not be a high energy consumer. Given the size of the project and the mix of uses, the project would probably not have a significant effect on energy consumption; in addition, the project would conform with Title 24 of the California Administrative Code. However, in accordance with the San Francisco Administrative Code, Chapter 31, project-generated impacts required to be identified will be discussed in the EIR.

12. <u>Hazards.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	___	<u>X</u>	<u>X</u>
b.* Interfere with emergency response plans or emergency evacuation plans?	___	<u>X</u>	<u>X</u>
c. Create a potentially substantial fire hazard?	___	<u>X</u>	<u>X</u>

The proposed project would not create any potential public health hazard through the production or disposal of harmful materials. Due to conformance with the Life Safety provisions of the San Francisco Building Code, it is not anticipated that the project would create a fire hazard. An evacuation and emergency plan would be developed as part of the proposed project (see page 18). No further analysis in the EIR is required.



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13. <u>Cultural</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a.* Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study?	<u>      </u>	<u>  X  </u>	<u>  X  </u>
b.* Conflict with established recreational, educational, religious or scientific uses of the area? <u>      </u>	<u>  X  </u>	<u>  X  </u>	
c. Conflict with preservation of any buildings of City landmark quality?	<u>      </u>	<u>  X  </u>	<u>  X  </u>

The project site is not believed to contain any significant cultural or historic resources due to its location and the effects of previous construction.<sup>12</sup> The project sponsor has included a mitigation measure which addresses the possibility of encountering such resources during excavation (see page 19).

Neither of the two buildings on the project site are designated landmarks nor is either found on any list of buildings of historical, architectural or cultural interest.<sup>13</sup> This topic requires no further discussion in the EIR.

C. **OTHER**

Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Require approval of permits from City Department other than DCP or BBI or from Regional, State or Federal Agencies?	<u>  X  </u>	<u>      </u>	<u>  X  </u>

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12 Letter dated October 27, 1983 from John M. Sanger Associates Inc to the Office of Environmental Review, attaching a letter dated October 17, 1983 from the California Archaeological Inventory, Northwest Information Center, on file and available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco, California, 94102.

13 The following sources were surveyed: Landmarks Designated by the Board of Supervisors; Department of City Planning's San Francisco Architectural Inventory, 1976; City Planning Commission Resolution No. 8600; A Historical and Architectural Guide to San Francisco's Chinatown. The Foundation for San Francisco's Architectural Heritage has rudimentary files on the two buildings but has not rated the buildings.

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Implementation of the project as proposed, including the elderly housing portion of the project, would require a long-term lease of Lot 35 from the San Francisco Unified School District or the City and County of San Francisco to a non-profit housing sponsor. The Board of Education has approved lease of the property to the City for purposes of low-income housing, on condition that 20 parking spaces be included in the project for teachers at the Commodore Stockton School.<sup>14</sup> The project sponsor has agreed to the condition and would include such parking in the proposed project. Final decisions by the School District and the City will be discussed in the EIR.

### D. MITIGATION MEASURES

	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1. If any significant effects have been identified, are there ways to mitigate them?	<u>X</u>	<u>    </u>	<u>    </u>	<u>X</u>
2. Are all mitigation measures identified above included in the project?	<u>X</u>	<u>    </u>	<u>    </u>	<u>X</u>

Mitigation measures currently proposed as part of the project are listed below. Other mitigation measures may be identified during subsequent environmental review and will be included in the EIR.

1. An evacuation and emergency response plan would be developed by the project sponsor or building management staff in consultation with the Mayor's Office of Emergency Services, to ensure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The emergency plan for the proposed project would be reviewed by the Office of Emergency Services and implemented by building management insofar as feasible before issuance of final building permits by the Department of Public Works.

2. Should evidence of cultural or historic artifacts of significance be found during project excavation, the Environmental Review Officer and the President of

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14 Resolution No. 39-27W3 of the Board of Education the lease to the City of Lot 35, Block 192, a copy of which is on file and available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, Fifth Floor, San Francisco, California, 94102.

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the Landmarks Preservation Advisory Board would be notified. The project sponsor would select an archaeologist or other expert acceptable to the Environmental Review Officer to help the Office of Environmental Review determine the significance of the find and whether feasible measures, including appropriate security measures, could be implemented to preserve or recover such artifacts. The Environmental Review Officer would then recommend specific mitigation measures, if necessary, and recommendations would be sent to the State Office of Historic Preservation. Excavation or construction which might damage the discovered cultural resources would be suspended for a maximum of four weeks to permit inspection, recommendation and retrieval, if appropriate.

3. Noise insulation features would be incorporated in the project to achieve interior noise levels of Ldn 45 or less for the residential portions and an acoustical report would be prepared to comply with the requirements of Title 25, California Administrative Code. As evidence of compliance, a copy of the report would be submitted with the building permit application. Noise insulation features would be incorporated in the project to achieve acceptable interior noise levels for the office and commercial portions of the project, in accordance with the Transportation Noise Control Section of the Comprehensive Plan.

4. The project sponsor would offer existing business tenants the opportunity to relocate into the proposed project's retail space.

5. In the event that borings and investigations by soils engineers and consulting geologists result in recommendations for special measures to ensure adequate support and seismic stability for the proposed project or for dewatering, such recommendations will be followed and a copy of such recommendations shall be furnished to the Office of Environmental Review.

6. Windscreen features, including walls and landscaping, would be incorporated into the design of the upper level residential open space to mitigate wind acceleration impacts from the elderly housing tower.



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E. MANDATORY FINDINGS OF SIGNIFICANCE

Yes    No    Discussed

1.\* Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wild-life population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history

\_\_\_\_\_ X \_\_\_\_\_

2.\* Does the project have the potential to achieve short-term, to the disadvantages of long-term, environmental goals?

\_\_\_\_\_ X \_\_\_\_\_

3.\* Does the project have possible environmental effects which are individually limited but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects).

X \_\_\_\_\_ X

4.\* Would the project cause substantial adverse effects on human beings, either directly or indirectly? \_\_\_\_\_

X \_\_\_\_\_

5.\* Is there a serious public controversy concerning the possible environmental effect of the project?

\_\_\_\_\_ X \_\_\_\_\_

Although the environmental effects of this mixed use project appear to be limited, the effects of the project on transportation and neighborhood character and scale, in combination with other projects proposed or approved in the Chinatown area, may be cumulatively considerable and will be addressed in the EIR.

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F. ON THE BASIS OF THIS INITIAL STUDY:

       I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

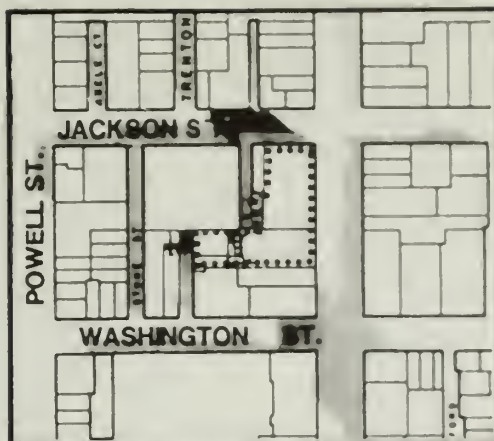
       I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers       , in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

  X   I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

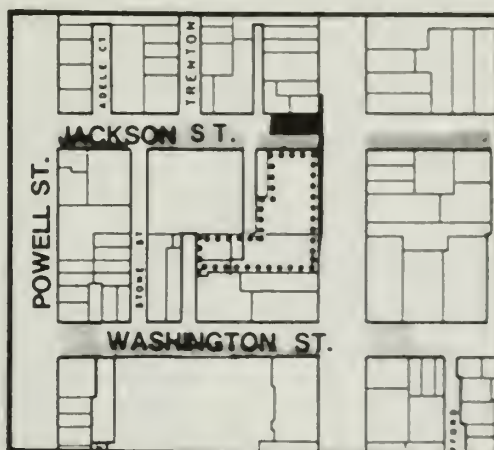
Alec S. Bash  
Environmental Review Officer  
for  
Dean L. Macris  
Director of Planning

Date: \_\_\_\_\_

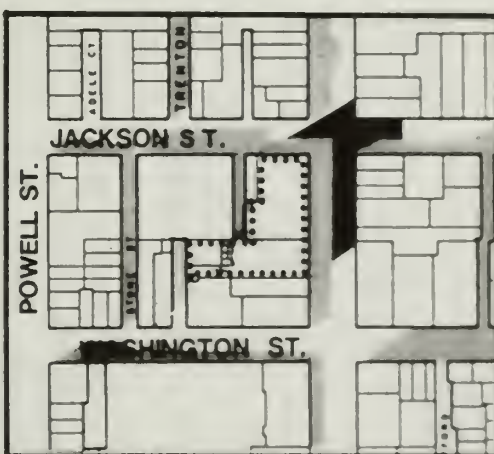
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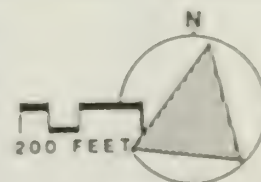
NOON



3 P.M.



EXISTING SHADOW  
PROJECT SHADOW  
PROJECT SHADOW ON PROJECT  
OPEN SPACE OR SCHOOL PLAY AREAS  
PROJECT SITE

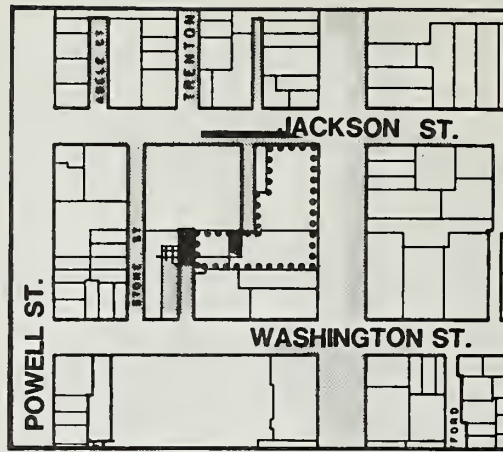


**FigureB-1 Shadow Patterns, March 21st,  
Pacific Standard Time**

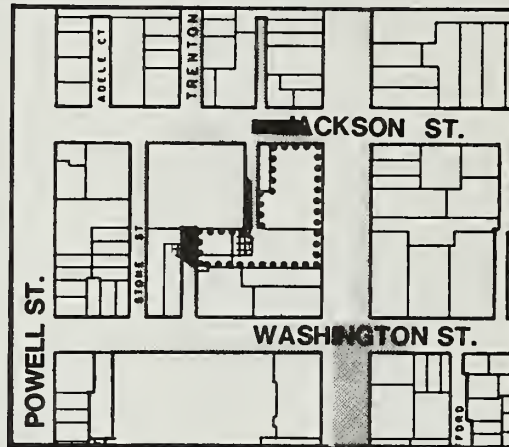
**Source: Donald Ballanti , Certified Consulting Meteorologist**



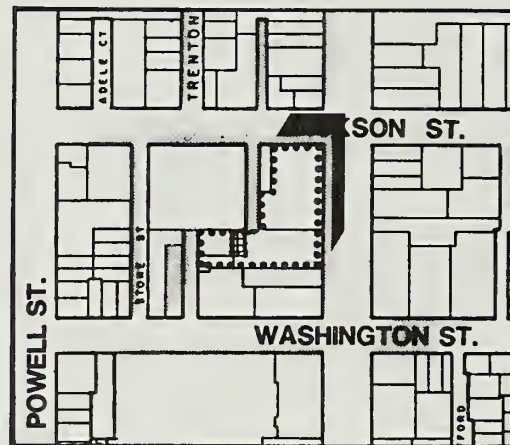
10 A.M.



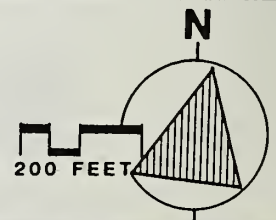
NOON



3 P.M.



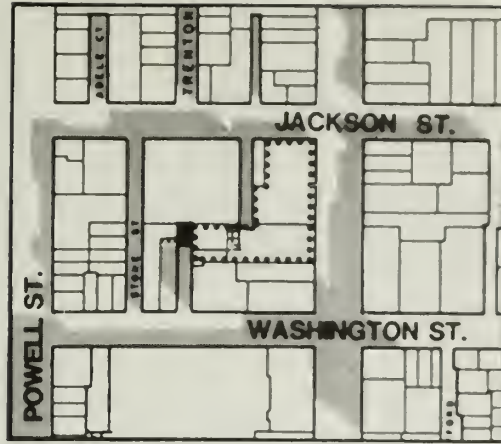
EXISTING SHADOW  
PROJECT SHADOW  
PROJECT SHADOW ON PROJECT  
OPEN SPACE OR SCHOOL PLAY AREAS  
PROJECT SITE



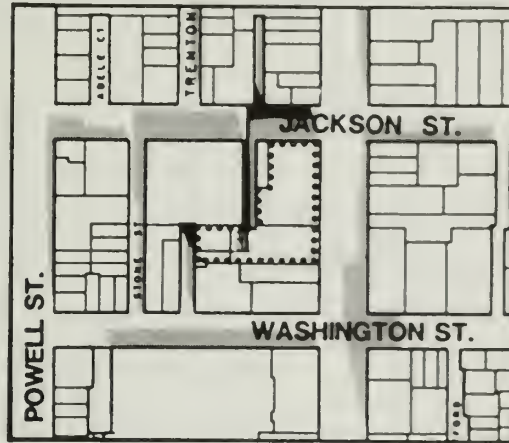
**FigureB-2 Shadow Patterns, June 21st,  
Pacific Daylight Time**

**Source: Donald Ballanti , Certified Consulting Meteorologist**

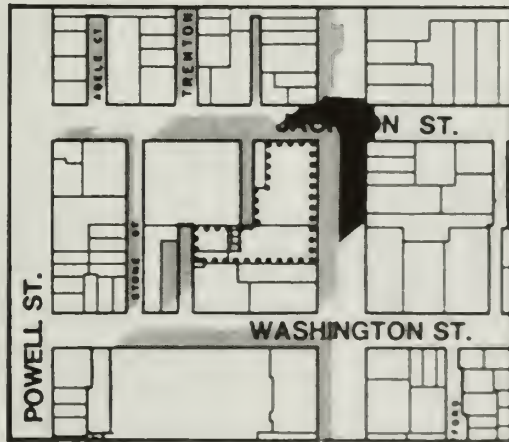
10 A.M.



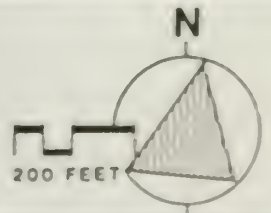
NOON



3 P.M.



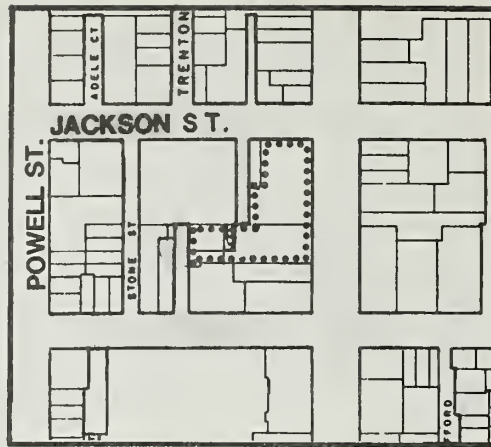
EXISTING SHADOW  
PROJECT SHADOW  
PROJECT SHADOW ON PROJECT  
OPEN SPACE OR SCHOOL PLAY AREAS  
PROJECT SITE



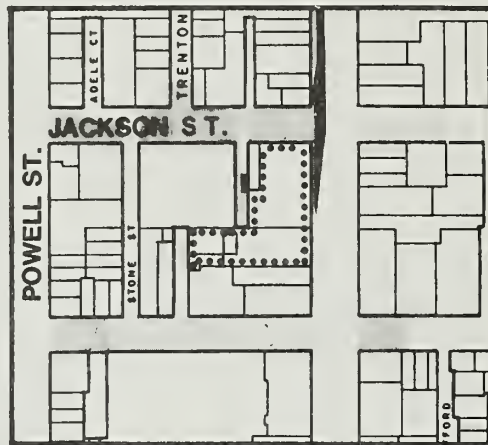
**FigureB-3 Shadow Patterns, September 21st,  
Pacific Daylight Time**

**Source:** Donald Ballanti , Certified Consulting Meteorologist

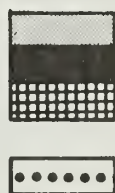
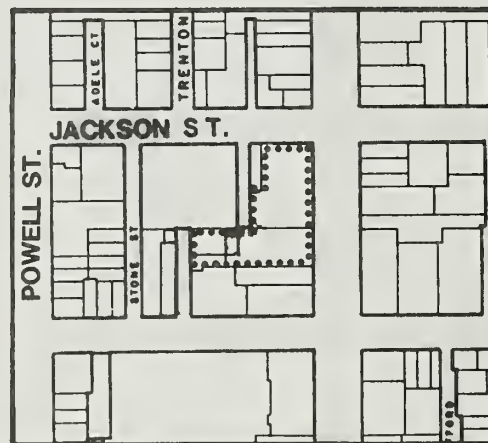
10 A.M.



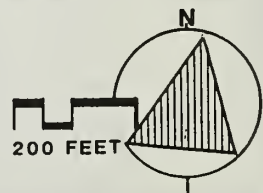
NOON



3 P.M.



EXISTING SHADOW  
PROJECT SHADOW  
PROJECT SHADOW ON PROJECT  
OPEN SPACE OR SCHOOL PLAY AREAS  
PROJECT SITE



**FigureB-4 Shadow Patterns, December 21st,  
Pacific Standard Time**

**Source: Donald Ballanti , Certified Consulting Meteorologist**



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### APPENDIX C: TRANSPORTATION IMPACT METHODOLOGY

This appendix explains the assumptions and methodology used in the transportation impact analysis for the proposed project.

#### 1. TRIP GENERATION

The daily and peak hour trip generation rates for the different uses within the project were estimated for both a typical weekday and a Saturday. Tables C-1 and C-2, pages A-30-31 show the rates adopted for this impact analysis and the results.

The weekday retail trip generation rates are taken directly from the "Guidelines for Environmental Review: Transportation Impacts," San Francisco Office of Environmental Review, September 1983, hereafter referred to as the Guidelines. Approximately 67% of the retail weekday peak hour trips are estimated to be outbound. The Saturday retail generation rates are based on a survey conducted by DKS Associates on December 17, 1983. For the Saturday peak hour, 50% of the trips were estimated to be inbound to the project.

The residential and senior residential trip generation rates are estimated based upon Caltrans trip generation surveys (see Note 3, Table C-1, page A-30). The Caltrans vehicle trip rates for apartments and senior communities were converted to person trip rates assuming an average of 1.3 persons per vehicle. The resulting estimates were rounded off according to their relative accuracy. For the weekday peak hour, 67% of the peak hour residential trips were estimated to be inbound to the project. For the Saturday peak hour, 50% of the peak hour trips were estimated to be inbound.

#### 2. TRIP DISTRIBUTION AND MODE SPLIT

The Guidelines provide for simultaneous computation of weekday trip distribution and mode split percentages for retail use (see Table C-3 page A-32). A survey was conducted on a Saturday and was used as the basis for trip distribution and mode split percentages for Saturday peak hour trips (see Table C-4 page A-33). Since residential trips which would be generated by the project represent a small

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TABLE C-1  
WEEKDAY PERSON TRIP GENERATION  
(INBOUND AND OUTBOUND)

<u>Land Use</u>	<u>Daily Trip Rates</u>	<u>Daily Trips</u>	<u>Peak Hour<sup>1</sup> Trip Rates</u>	<u>Peak Hour Trips</u>
82,900 gross sq. ft. Retail (including restaurant) <sup>2</sup>	15/1000 sq. ft.	12,435	15/1000 sq. ft.	1244
60 Dwelling Units <sup>3</sup>	7/unit	420	0.9/unit	54
70 Elderly Dwelling Units <sup>3</sup>	4/unit	280	0.5/unit	35
SUB-TOTAL (Proposed Project)		13,135		1333
- 15,000 gross sq. ft. Existing Retail <sup>2</sup>	15/1000 sq. ft.	-2,250	15/1000 sq. ft.	-225
- 70 Existing Dwelling Units <sup>3</sup>	7/unit	-490	0.9/1000 sq.ft.	-63
NET ADDED TRIPS		10,395		1045

<sup>1</sup> Weekday peak hour is 4:15 to 5:15 P.M.

<sup>2</sup> San Francisco Office of Environmental Review, Guidelines for Environmental Review: Transportation Impacts, September, 1983.

<sup>3</sup> Caltrans District 04, "Sixth Progress Report on Trip Ends Generation Research Counts", 1970.

Source: DKS Associates

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TABLE C-2  
SATURDAY PERSON TRIP GENERATION

<u>Land Use</u>	<u>Daily Trip Rate</u>	<u>Daily Trips</u>	<u>Peak Hour Trip Rate<sup>1</sup></u>	<u>Peak Hour Trips</u>
66,300 gross sq. ft. Retail <sup>2</sup>	16/1000 sq. ft.	10,940	25/1000 sq. ft.	1,658
16,600 gross sq. ft. Restaurant <sup>2</sup>	43/1000 sq. ft.	714	11/1000 sq.ft.	183
60 Dwelling Units <sup>3</sup>	8/unit	480	0.6/unit	36
70 Elderly Dwelling Units <sup>3</sup>	3/unit	<u>210</u>	0.4/unit	<u>28</u>
SUB TOTAL (Proposed Project)		12,344		1,905
-15,000 gross sq. ft. Existing Retail <sup>2</sup>	165/1000 sq. ft.	-2,475	25/1000 sq.ft.	-375
-70 Existing Units <sup>3</sup>	8/unit	<u>- 560</u>	0.6/unit	<u>- 42</u>
NET ADDED TRIPS		9,309		1,488

<sup>1</sup> Saturday peak hour is 11:45 a.m. to 12:45 p.m.

<sup>2</sup> DKS Associates, "Chinatown Retail Trip Generation Survey", December 17, 1983.

<sup>3</sup> Caltrans District 04, "Sixth Progress Report on Trip Ends Generation Research Counts", 1970.

Source: DKS Associates



TABLE C-3

WEEKDAY P.M. PEAK HOUR MODE SPLIT FOR PROPOSED PROJECT<sup>1</sup>

<u>Mode</u>	<u>Retail</u> <sup>2</sup>	<u>Residential</u> <sup>3</sup>
Drive Vehicle	6.7%	25.8%
Ride Vehicle	2.1	10.1
Muni	10.2	17.7
BART	6.7	0.9
AC Transit	0.2	0.3
SamTrans	0.0	0.2
Southern Pacific	0.5	0.1
Golden Gate Bus	-	-
Charter/Club Bus	0.7	-
Ferry	0.0	0.1
Jitney	0.0	0.1
Taxi	0.1	0.3
Motorcycle	0.0	0.4
Walk	72.8	43.5
	—	—
TOTAL	100.0	100.0

<sup>1</sup> Weekday peak hour is 4:15 to 5:15 P.M.

<sup>2</sup> San Francisco Office of Environmental Review, "Guidelines for Environmental Review: Transportation Impacts", September, 1983.

<sup>3</sup> Metropolitan Transportation Commission, 1981 Bay Area Travel Survey, August, 1981, Tables A-17 and A-18. Does not include home-based work trips since these are accounted for in travel projected from places of work.

Source: DKS Associates

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proportion of total trips and no similar data is available for residential trips, the distribution was assumed to be the same as for retail trips, except for weekday P.M. peak hour trips which were based on data from Metropolitan Transportation Commission, 1981 Bay Area Travel Survey, Tables A-17 and A-18, August, 1981.

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TABLE C-4

SATURDAY PEAK HOUR\* MODE SPLIT FOR PROPOSED PROJECT

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Drive Vehicle	17%
Ride Vehicle	30
MUNI	32
Walk	19
Other	<u>2</u>
TOTAL	100%

\*Peak hour is 11:45 a.m. to 12:45 p.m.

Source: DKS Associates, "Chinatown Trip Generation Survey",  
December 17, 1983

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### 3. CUMULATIVE DEVELOPMENT TRAVEL DEMAND

Cumulative development travel demand analysis is based on the Downtown Plan DEIR methodology in which three components of C-3 travel demand -- C-3 employee journey-to-work travel, C-3 non-work travel and non-C-3 travel-- were projected for the year 2000. Travel forecasts are independent of cumulative development lists (of land uses by square footage) because employment projections rather than space projections are used in the travel demand modeling process, which uses two major data bases: an inventory of existing land uses within the C-3 District and surveys of employees and employers in the district. The data developed from the surveys and the inventory are used as the basis from which to make forecasts of development and employment growth in the C-3 District. By comparison, the employment projections in the Downtown Plan DEIR for the year 2000 exceed the maximum employment projected using list-based cumulative development analysis because the list cannot take into account projects not yet proposed. There are other factors that cause differences in the travel demand projections. The Downtown Plan DEIR and the Consultant's Report on Downtown Growth Management Alternatives (Environmental Science Associates, 1983) contain extensive discussions of the analyses and data used to forecast employment, land use and transportation demand.

Due to the project's location outside the C-3 district project-generated travel and contribution to cumulative impacts are accounted for in projections of non-C-3 travel in the year 2000.

The cumulative travel demand projections by mode are summarized in Table C-5, page A-35. About 166,500 work-related and 61,300 non-work related p.m. peak hour person trips would be generated by cumulative development in the year 2000. The total p.m. peak hour trips generated would represent a 30% increase over the number of p.m. peak hour trips generated in 1984.

### 4. TRAFFIC ANALYSIS

Table C-6, page A-36, provides definitions of levels of service for street intersections. Table C-7, page A-37, shows existing traffic volumes on streets in the vicinity of the project at the approaches to key intersections.



TABLE C-5

## CUMULATIVE DOWNTOWN DEVELOPMENT PERSON TRIP GENERATION BY MODE

Mode	Weekday PM Peak Hour			
	1984 pte <sup>1</sup>		2000 pte <sup>1</sup>	
	Work	Other	Work	Other
Drive Alone	22,980	3,570	24,580	3,450
Carpool <sup>2</sup>	21,300		29,100	
Vanpool	2,530		3,620	
Muni	29,510	4,980	36,540	6,440
BART	22,320	2,850	36,120	3,890
AC Transit	8,860		9,250	
SamTrans	1,900		3,050	
Charter/Club Bus	1,020		1,490	
CalTrain (SPRR)	2,720	730	4,360	1,010
GGT Bus	5,170	330	8,180	590
GGT Ferry	780		1,450	
Tiburon Ferry	180		260	
Jitney	450		580	
Motorcycle	330		410	
Bicycle	90		100	
Walk <sup>3</sup>	5,380	36,690	6,900	45,880
Taxi	430		560	
Totals	125,150	49,150	166,550	61,260

1 Person trip-ends (pte) to destinations or from origins in the C-3 District.

2 Carpools are vehicles with up to three persons, including the driver.

3 Exclusive pedestrian travel; does not include other pedestrian travel made in conjunction with travel on other modes, i.e., walking to a bus stop.

Source: San Francisco Department of City Planning, Office of Environmental Review, Draft Environmental Impact Report for the Downtown Plan, EES1.3, March 16, 1984. Table IV.E.1, page IV.E.25.

TABLE C-6

## TRAFFIC LEVEL OF SERVICE DEFINITIONS FOR SIGNALIZED INTERSECTIONS

Level of Service	Description	Volume/Capacity (v/c) Ratio
A:	Level of Service A describes a condition where the approach to an intersection appears quite open and turning movements are made easily. Little or no delay is experienced. No vehicles wait longer than one red traffic signal indication. The traffic operation can generally be described as excellent.	0 - 0.60
B:	Level of Service B describes a condition where the approach to an intersection is occasionally fully utilized and some delay may be encountered. Many drivers begin to feel somewhat restricted within groups of vehicles. The traffic operation can be generally described as very good.	0.61 - 0.70
C:	Level of Service C describes a condition where the approach to an intersection is often fully utilized and back-ups may occur behind turning vehicles. Most drivers feel somewhat restricted but not objectionably so. The driver occasionally may have to wait more than one red traffic signal indication. The traffic operation can generally be described as good.	0.71 - 0.80
D:	Level of Service D describes a condition of increasing restriction causing substantial delays and queues of vehicles on approaches to the intersection during short times within the peak period. However, there are enough signal cycles with lower demand such that queues are periodically cleared, thus preventing excessive back-ups. The traffic operation can generally be described as fair.	0.81 - 0.90
E:	Capacity occurs at Level of Service E. It represents the most vehicles that any particular intersection can accommodate. At capacity there may be long queues of vehicles waiting upstream of the intersection and vehicles may be delayed up to several signal cycles. The traffic operation can generally be described as poor.	0.91 - 1.00
F:	Level of Service F represents a jammed condition. Backups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the approach under consideration. Hence, volumes of vehicles passing through the intersection vary from signal cycle to signal cycle. Because of the jammed condition, this volume would be less than capacity.	1.00

Source: City and County of San Francisco Department of Public Works, Traffic Engineering Division.

TABLE C-7  
EXISTING TRAFFIC VOLUMES

<u>Street</u>		<u>Number of Lanes</u>	<u>Weekday PM Peak Hour<sup>1</sup></u>	<u>Weekday ADT<sup>2</sup></u>	<u>Weekend Midday Peak Hour<sup>1</sup></u>
Stockton <sup>3</sup>	Northbound	1	299	2,818	244
	Southbound	2	520	5,470	372
Grant <sup>3</sup>	Northbound	1	239	1,508	260
Jackson <sup>4</sup>	Eastbound	1	216	2,926	247
Washington <sup>4</sup>	Westbound	1	329	3,056	278

<sup>1</sup> Estimated from DKS turning movement counts on Wednesday, September 14, 1983 and Saturday, September 17, 1983. Weekday peak hour is 11:15 a.m. to 12:45 p.m. and weekend peak hour is 4:15 p.m. to 5:15 p.m.

<sup>2</sup> ADT = Average Daily Traffic; estimated based on 1983 San Francisco Cordon Count.

<sup>3</sup> Between Jackson and Washington

<sup>4</sup> Between Grant and Stockton

Source: DKS Associates



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Turning movement counts were taken during a weekday peak hour and Saturday peak hour at eight intersections adjacent to and in the vicinity of the project site. The results have been placed on file and are available for public review at Department of City Planning, Office of Environmental Review, 450 McAllister, San Francisco. For each intersection analyzed, the existing peak hour volume was computed and a volume-to-capacity (v/c) ratio was calculated by dividing the existing volume by the capacity at Level of Service E.

The capacity analysis of each intersection at which a turning movement count was made utilized the "critical lane" method. This method of capacity calculation is a summation of maximum conflicting approach lane volumes that gives the capacity of an intersection in vehicles per hour per lane. This method is explained in "Intersection Capacity Measurement through Critical Movement Summations: A Planning Tool," by Henry B. McInerney and Stephen G. Peterson, January, 1971, Traffic Engineering.

### 5. TRANSIT ANALYSIS

Existing (1984) transit demands and capacities are presented in the text, along with future demands projected for the year 2000 (see Table 12, page 102). Future passenger-to-seat ratios for each transit agency have been developed based on future capacity projections. The basis for these future capacity projections is each transit agency's Five-Year Plan, although capacity increases beyond those in the Five-Year Plan were assumed to occur for this analysis.

Trips generated by the proposed project are accounted for in projections of non-C-3 district transit demand for the year 2000.

Home-based work trips generated by project residents have not been included in the projections for weekday p.m. peak hour trips generated by the project because such trips are assumed to be accounted for by projections of trips generated at places of work, chiefly in the C-3 district.

Level of Service designations based on passenger-to-seat ratios (on a scale of A to F) are used to rate the demand/capacity relationship for each transit

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agency. These designations are explained in Table C-8, page A-40. Photographs depicting peak Muni loading conditions are contained in Figure C-1, pages A-49 to 51.

### 6. PARKING ANALYSIS

The parking demand was split into residential and non-residential components. The non-residential component was further split into long-term and short-term parkers. The long-term parking demand was estimated based on the Guidelines. Weekday short-term parking demand was estimated based on the Guidelines by multiplying the number of daily non-work trips to the project by one-half times the percent that drive and dividing by an assumed turnover rate of 6 cars per space per day based on the Downtown Plan DEIR, page IV.E.16. Parking demand for weekend retail trips was based on the Chinatown Weekend Retail Trip Generation Survey discussed below. Parking demand for market rate residential units was assumed to be one space per unit. Parking demand for elderly housing was based on the rate of 0.066 spaces per unit experienced at the Mei Lun Yuen Project. Table C-9, page A-41 contains calculations of parking demand for the proposed project and sources for estimating factors.

### 7. CHINATOWN WEEKEND RETAIL TRIP GENERATION SURVEY RESULTS

On Saturday, December 17, 1983, DKS Associates conducted a trip generation survey for nine retail stores on the project site and one large restaurant on the east side of Stockton Street. A total of 103 persons on the sidewalk in front of stores on the site were interviewed during a six-hour period from 11:15 a.m. to 5:00 p.m. At the same time the total number of persons entering and exiting the nine stores and the restaurant were counted. The results of the survey have been placed on file and are available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, San Francisco.

The nine stores, representing a total of 10,400 gross square feet of floor area, included one pastry shop, one florist shop, two barbeque meat stands, one

TABLE C-8

## PASSENGER LEVELS OF SERVICE ON BUS TRANSIT

Level of Service A	Passengers Per Seat
Level of Service A describes a condition of excellent passenger comfort. Passenger loadings are low with less than half the seats filled. There is little or no restriction on passenger maneuverability. Passenger loading times do not affect scheduled operation.	0.00-0.50
Level of Service B	
Level of Service B is in the range of passenger comfort with moderate passenger loadings. Passengers still have reasonable freedom of movement on the transit vehicle. Passenger loading times do not affect scheduled operations.	0.51-0.75
Level of Service C	
Level of Service C is still in the zone of passenger comfort, but loading approach seated capacity and passenger maneuverability on the transit vehicle is beginning to be restricted. Relatively satisfactory operating schedules are still obtained as passenger loading times are not excessive.	0.76-1.00
Level of Service D	
Level of Service D approaches uncomfortable passenger conditions with tolerable numbers of standees. Passenger have restricted freedom to move about on the transit vehicle. Conditions can be tolerated for short periods of time. Passenger loadings begin to affect schedule adherence as the restricted freedom of movement for passengers requires longer loading times.	1.01-1.25
Level of Service E	
Level of Service E passenger loadings approach manufacturers' recommended maximums and passenger comfort is at low levels. Freedom to move about is substantially diminished. Passenger loading times increase as mobility of passengers on the transit vehicle decreases. Scheduled operation is difficult to maintain at this level. Bunching of buses tends to occur which can rapidly cause operations to deteriorate.	1.26-1.50
Level of Service F	
Level of Service F describes crush loadings. Passenger comfort and maneuverability is extremely poor. Crush loadings lead to deterioration of scheduled operations through substantially increased loading times.	1.51-1.60

Source: San Francisco Department of City Planning, Office of Environmental Review, Draft Environmental Impact Report for the Downtown Plan, EE81.3, March 16, 1984. Volume 2: Draft EIR Appendices; Appendix J, Table J:10, page J.36.



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TABLE C-9

## ESTIMATED PROJECT PARKING DEMAND AND CHANGE IN ON-SITE PARKING DEFICIT

Use	Parking Demand Rate (space per unit or 1000 gross square feet)		Demand	
	Weekday	Weekend	Weekday	Weekend
<u>Proposed Project</u>				
60 residential units	1/unit <sup>1</sup>	1/unit	60	60
70 elderly housing units	0.0666/unit <sup>2</sup>	0.0666/unit	5	5
66,300 gsf retail				
employees	0.14/1000 gsf <sup>3</sup>	0.14/1000 gsf <sup>5</sup>	9	9
customers	0.72/1000 gsf <sup>4</sup>	2.34/1000 gsf <sup>5</sup>	48	155
Total			57	164
16,600 gsf restaurant				
employees	0.14/1000 gsf	0.14/1000 gsf	2	2
customers	0.72/1000 gsf	1.61/1000 gsf <sup>6</sup>	12	10
Total			14	12
20 spaces reserved for school use <sup>6</sup>			20	0
Total Project Demand			156	241
Less: Parking in Project			-110	-110
Equals: Deficit			46	131
<u>Existing Uses<sup>7</sup></u>				
70 residential units <sup>8</sup>	0.666/unit	0.666/unit	5	5
15,000 gsf retail				
employees	0.14/1000 gsf	0.14/1000 gsf	2	2
customers	0.72/1000 gsf	2.34/1000 gsf	11	35
Total			13	42
Total Existing Demand			18	47
Less: Parking On-site <sup>9</sup>			-10	-10
Equals: Deficit			8	37
<u>Increase (decrease) in parking deficit</u>			38	29

**TABLE C-9 (con't)**  
**ESTIMATED PROJECT PARKING DEMAND AND CHANGE IN ON-SITE PARKING DEFICIT**

- 
- 1 The use of one space per unit as a predictor of maximum peak parking demand is based on a recent survey of parking demand in two multifamily developments in the City reported in Park Hill Residential FEIR, 82.358E, published March 25, 1983, certified June 30, 1983, Appendix E, Table E-3, page 265. However, due to the location of the proposed units within one of the most densely built up sections of the City and the existence of nearby multifamily development with no on-site parking (Mandarin Towers), parking demand by residents of the proposed project is likely to be much less. For instance, 1980 Census Tract data compiled by the Department of City Planning (September, 1983) indicates that vehicle ownership per housing unit in census tracts in Chinatown ranges from a low of 0.19 vehicles per unit (Census Tract 114) to a high of 0.36 vehicles per unit (Census Tract 113) with an average of about 0.25 vehicles per unit for four tracts (Census Tracts 113, 114, 115, 118). On a portion of Nob Hill close to Chinatown with generally higher income occupancies, the rate is 0.64 vehicles per unit (Census Tract 112).
  - 2 Helen Fong, Mei Lun Yuen Housing Project, telephone communication, December 27, 1983; according to Ms. Fong, 10 parking spaces are used by 152 elderly households, a demand equivalent to 0.066 spaces per unit. If parking spaces used by housing project staff are included, the rate would be 0.118 spaces per unit.
  - 3 Based on Guidelines, page 17, where 4.85% of all person trips equal vehicle trips based on an assumed carpool occupancy of 3 persons and vanpool occupancy of 5 persons. Demand is somewhat overstated since 100% employee attendance is assumed.
  - 4 Based on Guidelines, page 16, with assumed average occupancy of 1.4 persons per vehicle and turnover rate of 6 vehicles per space per day per Downtown Plan DEIR, page IV,E.16.
  - 5 Based on 165 daily person trip ends per 1,000 square feet from survey (page A-43), modal split per Table C-10, page A-44, and assumed turnover rate of 6 vehicles per space per day.
  - 6 Based on 43 daily person trip ends per 1,000 square feet estimated for the restaurant in the survey (page A-43), with modal split and turnover rates the same as for retail.
  - 7 Neither the school demand for or supply of 20 spaces are shown since the spaces are not available for other uses when not in use for school purposes.
  - 8 In the absence of any data, the rate for elderly units is assumed to apply for all existing units, including those occupied by families.
  - 9 Parking is not reserved for on-site uses but is included to provide proper comparison with proposed project.

Source: DKS Associates; John M. Sanger Associates Inc

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fruit stand, two groceries, one herb and ginseng store, and one jewelry store. The weather during the survey was sunny with patches of high clouds. The previous two weekends had been generally cloudy with rain and wind. Table C-10, page A-44 shows the results of the interviews.

During the six-hour survey period, a total of 7,051 person trip ends were counted at the nine stores. Based on this information it is estimated that a total of about 8,600 person trip ends were generated by the nine stores all day with each person making an average of five stops in Chinatown. This is equivalent to a trip generation rate of about 165 daily person trip ends per 1,000 gross square feet of retail space (after dividing by an average five linked trips per trip).

The peak hour for the stores occurred between 11:45 p.m. and 12:45 p.m.; however, the peak hour did not involve substantially higher volumes than surrounding hours. The level of activity at the stores was fairly consistent throughout the afternoon. The peak hour trip rate was observed to be 25 person trip ends per 1,000 gross square feet of floor area. Based on mode split information shown in Table C-10, page A-44 (including an observed average auto occupancy of 2.7 persons per vehicle), the peak hour vehicle trip generation is estimated to be 4.3 vehicle trip ends per 1,000 gross square feet of floor area for a typical Saturday.

The Saturday peak hour (11:30-12:30 P.M.) trip rate for the large restaurant in the survey (Canton Tea House) was observed to be about 56 trip ends per 1,000 gross square feet per hour or 11 trip ends per 1,000 gross square feet on the assumption of five linked trips per trip as for retail trips. This rate is less than one-half the peak rate observed for the mix of retail uses on the project site. The daily rate was estimated to be 43 trip ends per 1,000 gross square feet.

## 8. PEDESTRIAN IMPACT ANALYSIS

Pedestrian counts were made during the weekday p.m. peak hour and during the midday peak period on a Saturday on sidewalks adjacent to the project site and on the opposite side of Jackson and Stockton Streets. The results are reported in Table C-11, page A-45 for the peak 15 minutes of each peak period. Overall



TABLE C-10

CHINATOWN SURVEY RESULTS  
Saturday, December 17, 1983

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Mode of Travel to Chinatown:

Drive car	17.0%	
Ride in car	30.0	
Ride Muni	32.0	
Walk*	10.0	
Other	2.0	
Live in Chinatown*		9.0
TOTAL	100.0%	

Areas of Residence:

San Francisco	65.0%	
South Bay	17.0	
East Bay	6.0	
North Bay	4.0	
Outside Bay Area		8.0
TOTAL	100.0%	

Number of Stores Visited That Day:

One	4.0%
Two	9.0
Three	13.0
Four	26.0
Five	17.0
Six or More	31.0
TOTAL	100.0%

\* In response to questions regarding how people came to Chinatown, 9% stated that they lived in Chinatown and 10% stated that they walked. Thus, 19% walked to the project site.

Source: DKS Associates

## X. Appendices

volumes were higher during the weekend peak hour than during the weekday peak hour.

The width of the sidewalks adjacent to the site are 10 feet and 11 feet on Jackson and Stockton Streets respectively. However, due to sidewalk vending, existing utility poles and signs and bus queuing, the effective sidewalk widths were observed to be reduced about eight feet on each sidewalk.

Table C-12, page A-47 provides definitions of pedestrian flow regimes for sidewalk operation.

### 9. ALTERNATIVE ANALYSIS

Table C-13, page A-48 shows weekday daily and p.m. peak hour person trips generated by the alternatives included in Section VII, pages 141-154 of the EIR.

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TABLE C-11

PEDESTRIAN FLOW ON SIDEWALKS FRONTING THE PROJECT SITE

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<u>Location</u>	<u>Weekday PM Peak 15 Minutes<sup>1</sup></u>	<u>Weekend Midday Peak 15 Minutes<sup>2</sup></u>
West sidewalk on Stockton (South of Jackson)	515	587
East sidewalk on Stockton (South of Jackson)	500	719
North sidewalk on Jackson (West of Stockton)	136	291
South sidewalk on Jackson (West of Stockton)	<u>137</u>	<u>285</u>
TOTAL	1,288	1,882

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<sup>1</sup> Pedestrian count taken on Wednesday, 9/21/83, from 4:30 - 5:30 PM.

<sup>2</sup> Pedestrian count taken Saturday, 9/17/83, 20 minute sampling from 10:30 AM to 1:30 PM.

Source: DKS Associates

TABLE C-12  
PEDESTRIAN FLOW REGIMES

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<u>Flow Regime</u>	<u>Walking Speed Choice</u>	<u>Conflict</u>	<u>Average Speed (Pedestrian Foot/Minute)<sup>1</sup></u>
Open	Free Selection	None	0-0.5
Unimpeded	Some Selection	Minor	0.5-2
Impeded	Some Selection	High Indirect Interaction	2-6
Constrained	Some Selection	Multiple	6-10
Crowded	Restricted	High Probability	10-14
Congested	All Reduced	Frequent	14-16
Jammed	Shuffle Only	Unavoidable	16+

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<sup>1</sup> Pedestrians per foot of sidewalk width per minute.

Source: Boris Pushkarev and Jeffrey M. Zupan, Urban Space for  
Pedestrians, MIT Press, 1975.



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TABLE C-13  
TRIP GENERATION OF PROJECT ALTERNATIVES<sup>1</sup>

Alternative	Description	Person Trips			
		Weekday		Saturday	
		Daily	Peak Hour	Daily	Peak Hour
Proposed Project	82,950 GSF <sup>2</sup> Retail <sup>3</sup> 60 Dwelling Units 70 Elderly Units 110 Parking Spaces	13,133	1,333	12,344	1,905
1. No Project	15,000 GSF Retail <sup>3</sup>	2,740	288	3,035	417
% of Proposed Project		20.9	21.6	24.6	21.9
2. Code Compliance	55,000 GSF Retail <sup>3</sup> 150 Parking Spaces	8,250	825	7,245	1,165
% of Proposed Project		62.8	61.9	58.7	61.2
3. Downtown Plan #1	82,900 GSF Retail <sup>3</sup> 70 Elderly Units 65 Parking Spaces	12,505	1,258	11,864	1,869
% of Proposed Project		95.2	94.4	96.1	98.1
Downtown Plan #2	82,900 GSF Retail <sup>3</sup> 36 Dwelling Units 110 Parking Spaces	12,687	1,276	11,942	1,863
% of Proposed Project		95.2	95.7	96.7	97.8
4. Smaller Project	55,100 GSF Retail <sup>3</sup> 48 Dwelling Units 70 Elderly Units 130 Parking Spaces	8,881	905	7,661	1,202
% of Proposed Project		67.6	67.9	62.1	63.1
5. Rehabilitation	45,000 GSF Retail <sup>3</sup> 70 Elderly Units	7,030	710	5,610	921
% of Proposed Project		53.5	53.3	45.4	48.3

- <sup>1</sup> See Appendix C, Tables C-1 and C-2, pages A-30 to A-31 for trip generation.  
<sup>2</sup> GSF = Gross Square Feet  
<sup>3</sup> Includes restaurant of 16,600 GSF except for Alternative 1 (No Project) where there is no restaurant and for Alternative 1 (Code Compliance) where restaurant would be 15,000 GSF.

Source: DKS Associates; John M. Sanger Associates Inc



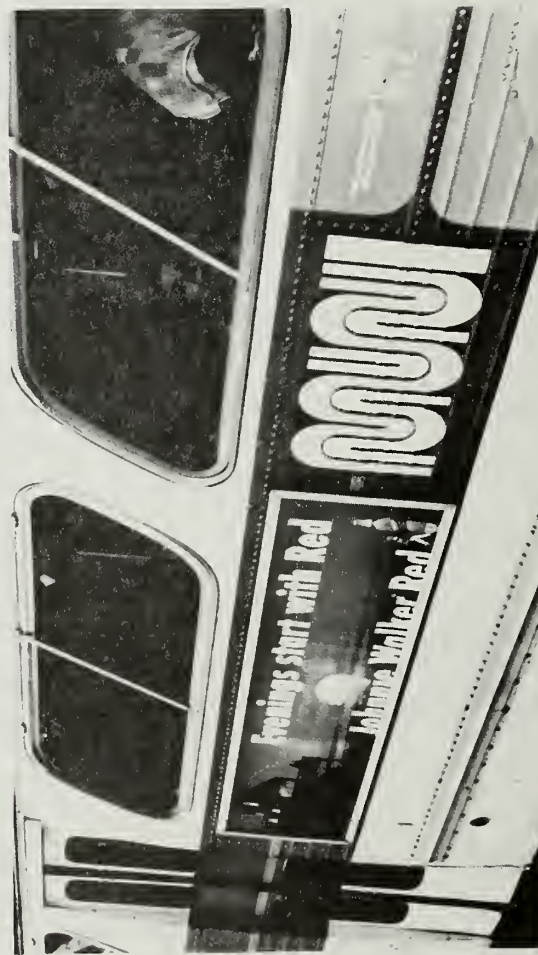
K INGLESIDE - VAN NESS STATION

Wednesday, September 9, 1981 - 8:00 A.M. - Inbound



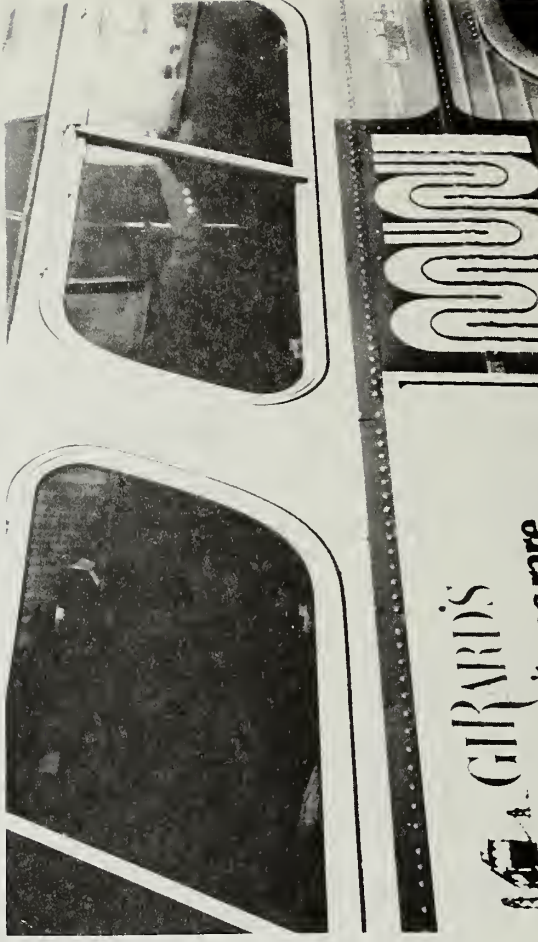
N JUDAH - VAN NESS STATION

Wednesday, September 16, 1981 - 5:00 P.M. Outbound



38 GEARY - VAN NESS AVE. AND O'FARRELL ST.

Wednesday, October 21, 1981 - 9:00 A.M. - Inbound



38 GEARY - VAN NESS AVE. AND GEARY BLVD.

Wednesday, October 21, 1981 - 4:20 P.M. - Outbound

FIGURE C-1:

PHOTOS OF PEAK MUNI LOADING CONDITIONS

SOURCE: ESA

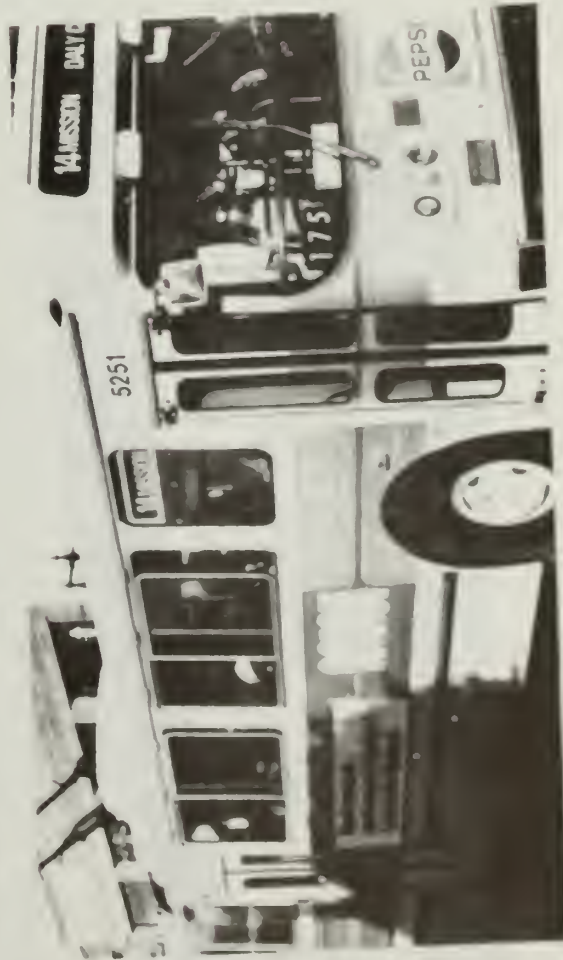




M OCEAN VIEW CIVIC CENTER STATION  
Wednesday, September 9, 1981 - 8:20 A.M. Inbound



L TARAVAL VAN NESS STATION  
Wednesday, September 16, 1981 - 4:50 P.M. Outbound



14 MISSION MISSION STREET AND SOUTH VAN NESS AVE  
Tuesday, September 22, 1981 - 9:45 P.M. Outbound



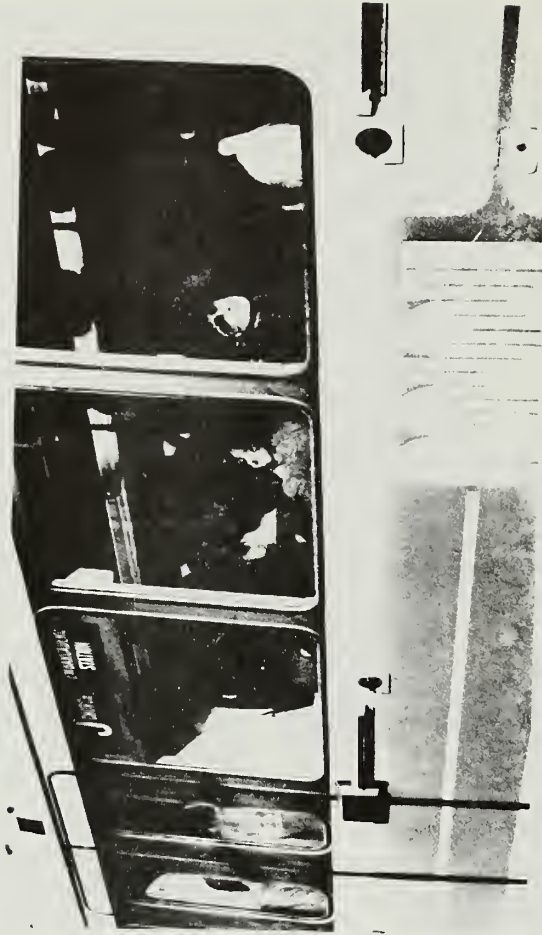
N JUDAN DEWITT AND CHURCH  
Wednesday, June 9, 1983 - 8:00 A.M. Inbound

FIGURE C-1 (CONTINUED)  
PHOTOS OF PEAK MUNI LOADING CONDITIONS





30X MARINA EXPRESS - BAYSHORE AVE. AND ARIETA AVE.  
Wednesday, October 7, 1981 - 8:00 A.M. - Inbound



J CHURCH - CHURCH ST. AND DUBOCE AVE.  
Tuesday, September 29, 1981 - 9:00 A.M. - Inbound

SOURCE: ESA

FIGURE C-1 (CONTINUED):  
PHOTOS OF PEAK MUNI LOADING CONDITIONS

## APPENDIX D: AIR QUALITY ASSUMPTIONS AND METHODOLOGY

Caline-3 Model and Assumptions

Normalized concentrations generated by the Caline-3 model were adjusted for the appropriate emission factor (a function of average speed) and hourly traffic volume.<sup>1</sup> The Caline-3 model<sup>2</sup> is a third-generation line source air quality model that is based on the Gaussian diffusion equation and employs a mixing zone concept to characterize pollutant dispersion over the roadway. Given source strength, meteorology, site geometry and site characteristics, the model predicts pollutant concentrations for receptors located within 150 meters of the roadway.

The following variables were specified as worst-case conditions for the roadway segment analysis:

- windspeed: 1 mps for 1-hour, 2 mps for 8-hour
- wind direction: 22-1/2° to road with greatest traffic
- atmospheric stability: Pasquill F
- mixing height: 100 meters
- receptor location: curbside
- traffic volumes: 1-hour volume of 10% of ADT  
8-hour volume of 55% ADT
- background levels: 9.0 ppm for the 1-hour period  
7.25 ppm for the 8-hour period

Emission factors for various vehicle speeds were provided by the California Air Resources Board using the EMFAC-6c computer model. For the local-scale carbon monoxide analysis the following assumptions were made:

- 
- <sup>1</sup> Ranzieri, A., & E.J. Mulberg, "Estimating Carbon Monoxide Concentrations for Hot Spots Analysis," CARB, May 1980.
  - <sup>2</sup> California Department of Transportation, "Caline-3: A Versatile Dispersion Model for Predicting Air Pollutant Levels near Highways and Arterial Streets," Report No. PHWA/CA/TL-79/23, November 1979.

Ambient temperature: 35° F

Vehicle Mix: 73.8% light-duty auto  
16.3% light-duty truck  
1.7% medium-duty truck  
3.5% heavy-duty gas truck  
3.7% heavy-duty diesel truck  
1.0% motorcycle

Operations: 21% cold start  
27% hot start  
52% stabilized

Traffic speed was assumed to vary with Level of Service as follows:

<u>Level of Service</u>	<u>Average Speed</u>
A - C	15
D	10
E - F	5

Background levels were assumed to equal 50% of the highest concentration measured at the San Francisco monitoring site in 1982. Background levels were assumed to be unchanged in the future.



APPENDIX D  
TABLE D-1  
AIR QUALITY

SAN FRANCISCO AIR POLLUTANT SUMMARY 1979-1982<sup>1</sup>

POLLUTANT	FEDERAL STANDARD <sup>2</sup>	STATE STANDARD <sup>3</sup>	1979	1980	1981	1982
Carbon Monoxide (CO)						
1-hour average (ppm)	35	20				
Highest hourly average			20	10	8	--
No. of exceedances			0	0	0	0
8-hour average (ppm)	9	None				
Highest 8-hour average			13.8	7.5	5.3	9
No. of exceedances			1	0	0	1
Ozone (O <sub>3</sub> )						
1-hour average (ppm)	.12 <sup>4</sup>	.10				
Highest hourly average			0.08	0.09	0.07	.08
No. of exceedances			0	0	0	0
Nitrogen Dioxide (NO <sub>2</sub> )						
1-hour average (ppm)	None	.25				
Highest hourly average			0.16	0.17	0.11	.13
No. of exceedances			4	0	0	0
Sulphur Dioxide (SO <sub>2</sub> )						
24-hour average (ppm)	.14	.05				
Highest 24-hour average			0.034	0.018	0.016	.012
No. of exceedances			0	0	0	0
Total Suspended Particulate (TSP)						
24-hour average (ug/m <sup>3</sup> )	260	100				
Highest 24-hour average			117	173	103	106
No. of exceedances			1	6	1	3
Annual Geometric Mean (ug/m <sup>3</sup> ) <sup>5</sup>	None	60				
Annual Geometric Mean			42.0	52.1	56.0	57.0
Annual Exceedances			No	No	No	No

APPENDIX D (con't.)  
AIR QUALITY

SAN FRANCISCO AIR POLLUTANT SUMMARY 1979-1982

POLLUTANT	FEDERAL STANDARD	STATE STANDARD	1979	1980	1981	1982
<u>Lead</u>						
3-month Average (mg/m <sup>3</sup> )	1.5	None				
Highest 3-month average			0.95	0.53	0.35	--
No. of exceedances			0	0	0	--
1-month Average (mg/m <sup>3</sup> )	None	1.5	--	--	--	--
No. of exceedances			--	--	--	--

1 1979 data collected at 939 Ellis Street. 1980-81 data collected at 900 23rd Street.

2 Federal standard is not to be exceeded more than once a year. Annual average standards are not to be exceeded.

3 State standards are not to be equalled or exceeded. The state 1-hour average CO standard was reduced from 40 ppm to 20 ppm in 1982.

4 The federal standard is given in terms of Expected Annual Excesses which is based on a 3-year running average.

5 The annual Geometric Mean is a single number which applies to an entire year of data. "No" indicates TSP concentrations did not exceed 60 ( $\text{ug}/\text{m}^3$ ).

Note: ppm = parts per million  
 $\text{ug}/\text{mg}^3$  = micrograms per cubic meter  
 $\text{mg}/\text{m}^3$  = milligrams per cubic meter

Source: BAAMQD, Air Pollution in the Bay Area by Station and Contaminant, March issues, 1980-1983; and California Air Resources Board, California Air Quality Data, Annual Summaries, 1979-1982.





